

# **Social Security Bulletin**

**December 1941**

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## ***Special Articles***

**Family Security and National Defense**

**Employment Characteristics of Interstate Workers  
in Covered Employment in 1938**

**Family Composition of Workers Represented in  
Old-Age and Survivors Insurance Claims**

**FEDERAL SECURITY AGENCY  
SOCIAL SECURITY BOARD**

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**SOCIAL SECURITY BOARD**

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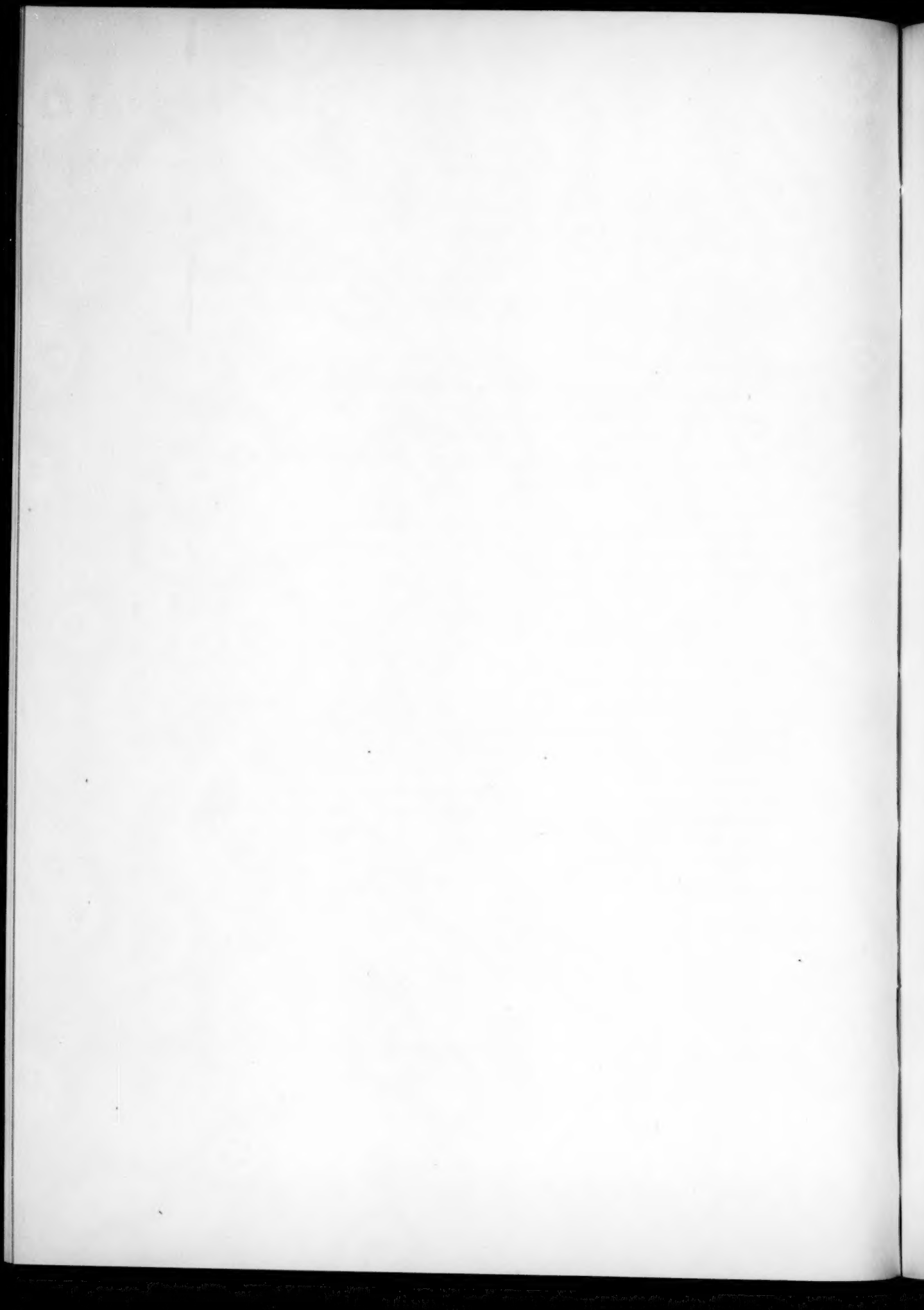
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# Social Security Bulletin

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## Social Security in Review

THE UNITED STATES SUPREME COURT on November 24 held unconstitutional the California legislation prohibiting any individual from assisting nonresident indigent persons to come into the State. In delivering the opinion of the Court in this case (*Fred F. Edwards, appellant, v. The People of the State of California*) Mr. Justice Byrnes stated that the legislation was "an unconstitutional barrier to interstate commerce."

"The gravity and perplexity of the social and economic dislocation which this statute reflects," he continued, "is a matter of common knowledge and concern. We are not unmindful of it. We appreciate that the spectacle of large segments of our population constantly on the move has given rise to urgent demands upon the ingenuity of government. . . . The State asserts that the huge influx of migrants into California in recent years has resulted in problems of health, morals, and especially finance, the proportions of which are staggering. It is not for us to say that this is not true. We have repeatedly and recently affirmed, and we now reaffirm, that we do not conceive it our function to pass upon 'the wisdom, need, or appropriateness' of the legislative efforts of the States to solve such difficulties. . . ."

"But this does not mean that there are no boundaries to the permissible area of State legislative activity. There are. And none is more certain than the prohibition against attempts on the part of any single State to isolate itself from difficulties common to all of them by restraining the transportation of persons and property across its borders. It is frequently the case that a State might gain a momentary respite from the pressure of events by the simple expedient of shutting its gates to the outside world. But, in the words of Mr. Justice Cardozo: 'The Constitution was framed under the dominion of a political philosophy less parochial in range. It was framed upon the theory that the peoples of the several States must sink or swim together, and that in the

long run prosperity and salvation are in union and not division'. . . ."

"Recent years, and particularly the past decade, have been marked by a growing recognition that in an industrial society the task of providing assistance to the needy has ceased to be local in character. The duty to share the burden, if not wholly to assume it, has been recognized not only by State governments, but by the Federal government as well. The changed attitude is reflected in the Social Security laws under which the Federal and State governments cooperate for the care of the aged, the blind and dependent children."

Mr. Justice Douglas concurred in the decision of the Court but held the California legislation unconstitutional on the ground that "The right to move freely from State to State is an incident of *national* citizenship protected by the privileges and immunities clause of the Fourteenth Amendment against state interference." Mr. Justice Black and Mr. Justice Murphy joined in this opinion.

Mr. Justice Jackson, also concurring, gave the opinion "that a man's mere property status, without more, cannot be used by a state to test, qualify, or limit his rights as a citizen of the United States. 'Indigence' in itself is neither a source of rights nor a basis for denying them. . . . Property can have no more dangerous, even if unwitting, enemy than one who would make its possession a pretext for unequal or exclusive civil rights. Where those rights are derived from national citizenship no state may impose such a test, and whether the Congress could do so we are not called upon to inquire."

UNDER THE IMPACT of the national emergency, the two major responsibilities of the Bureau of Employment Security have increased enormously. In addition to its normal functions, the Bureau has been called upon to supply an unprecedented



ume of labor for defense industries and to furnish services and information to other governmental agencies charged with responsibilities in the defense program; at the same time it has had to develop methods for coping with unemployment arising from the displacement of workers in nonessential industries. To meet these emergent responsibilities and to prepare for a vital role in post-war readjustment, the creation of a new position of Director of the United States Employment Service was announced on December 1 by the Federal Security Administrator. John J. Corson, formerly Director of the Bureau of Old-Age and Survivors Insurance, was appointed to that position and serves also as Director of the Bureau of Employment Security. Mr. Corson is to devote his major attention to the defense activities of the employment service and the related problems of labor supply. As Associate Director of the Bureau, Ewan Clague will have primary responsibility for the normal activities in the field of unemployment compensation and will devote attention to plans for present and future development of the unemployment compensation program, and for meeting post-war problems in this field.

UNEMPLOYMENT COMPENSATION PAYMENTS reached a record low in October, for the third successive month, and fewer persons received payments than in any previous month of 1940 or 1941. Total benefits paid in the first 10 months of this year were 35 percent less than payments for the same period in 1940. Despite the decline for the country as a whole, however, 24 States paid a larger amount in October than in the preceding month. The increases in these States, which included such important centers of defense production as California, Connecticut, Indiana, Kansas, Massachusetts, Pennsylvania, and Washington, were chiefly due to continued unemployment of seasonal workers and to priorities unemployment.

Although the number of jobs filled by State employment services during October was slightly less than the September figure, it was second only to that record high and was 32 percent above the number in October 1940. There was a 7-percent rise from September in applications for jobs. State employment offices referred more trainees to jobs in September than in any previous month,

and the number of persons referred for training in pre-employment refresher courses increased to a point second only to the peak in July of this year.

OLD-AGE AND SURVIVORS INSURANCE benefits in force at the end of October numbered about 5 percent more than in September. Of the 449,000 benefits in force, 401,000 were in current-payment status. Nearly 10 percent of all benefits in force, a larger proportion than in any other month, were in conditional-payment status; the great majority represent cases in which payments had begun but were suspended for an indefinite period, generally because the wage earner or other beneficiary was receiving wages of as much as \$15 a month in covered employment.

IN OCTOBER, for the first time since March, there was a rise over the previous month in total expenditures in the continental United States for assistance and for earnings under the several Federal work programs. Although both the amount of expenditures and number of households were about 2 percent higher, they were 25 and 22 percent, respectively, below the totals for October 1940. General relief payments, which remained at approximately the September level, were 37 percent below payments for the previous October.

COORDINATION of the medical resources of the Nation to assure the most efficient utilization of its medical, dental, and veterinary personnel in the defense program is the objective of the new Procurement and Assignment Service, establishment of which was announced November 1 by Paul V. McNutt as Director of Defense Health and Welfare Services.

The demands for physicians, dentists, and veterinarians, imposed by the needs of the Army and Navy particularly, and to only a slightly lesser degree by the major defense industries, Mr. McNutt said, have resulted in recruitment policies which are seriously draining many communities of their medical personnel. Recruitment will be developed for the present on a voluntary basis in the belief that such a program can meet adequately the professional needs of the Nation.

# Family Security and National Defense

HELEN R. JETER\*

FAMILY SECURITY is essential not only to the morale of the armed forces but to the morale of the entire civilian population in the midst of a period of national emergency. Security is more than a condition of material well-being, but without some material foundation there can be no family security. Freedom from anxiety about the physical safety of a member of the armed forces may be impossible in a nation at war, but freedom from anxiety about how the family is making ends meet when the breadwinner is in the army or has lost his employment in a nonessential industry is a form of security that any civilized nation must provide for its citizens.

A period of preparation for national defense is inevitably a period of social and economic dislocation. Not only have family groups faced separation by induction of men into the armed forces and departures of men and women to take special training or to accept defense employment, but whole families have migrated from one section of the country to another in search of the work that makes defense seem to them a golden opportunity. In other areas the threatened closing of plants producing goods that are now considered non-essential throws families into a panic of uncertainty about future income. Those who are thoughtful about social and economic problems of the family know, too, that the present emergency, no matter how long or how short the period, will be followed inevitably by a reconstruction period in which unemployment may be the most acute family problem.

Social services organized to meet the incidental inadequacies of the social and economic system under which we live—public assistance agencies, voluntary family welfare societies, hospitals and health agencies, child welfare organizations—are suddenly confronted with a new series of family problems often most acute in the areas in which organized social forces have been least adequate in the past.

\*Secretary, Family Security Committee, Office of Defense Health and Welfare Services. The author wishes to point out that this article was written before December 7.

## *Organization and Purpose of the Family Security Committee*

For these reasons and to advise him in the discharge of his duties as Coordinator of Health, Welfare, and Related Defense Activities, the Federal Security Administrator authorized the creation of the Family Security Committee on February 12, 1941, and appointed Jane M. Hoey, Director of the Bureau of Public Assistance, as chairman. At the first meeting of the Committee on February 27, 1941, the following purposes were stated to the Committee:

1. To act in an advisory capacity in the field of family security to the Coordinator of Health, Welfare, and Related Activities affecting National Defense.
2. To bring to the attention of the Coordinator existing or anticipated problems in this field, and to suggest plans for obtaining additional information and for keeping currently informed of developments.
3. To review existing resources, public and private, for meeting general and special needs for family security in relation to national defense, to plan coordination of such services, and to suggest their extension or adaptation.
4. To present facts showing the need for any new program proposed.

The Committee has been organized on a representative basis to include all Federal agencies and all national private social agencies whose function includes service or supervision in the field of family welfare. The membership of the Committee is thus composed of persons designated by the following Federal agencies or bureaus: Children's Bureau, Civilian Conservation Corps, Farm Security Administration, National Youth Administration, Public Health Service, Railroad Retirement Board, Social Security Board (Bureaus of Public Assistance, Employment Security, and Old-Age and Survivors Insurance), Surplus Marketing Administration, Veterans Administration, and Work Projects Administration (Family Life

Education and Intake and Certification Programs); and representatives of the following national social work agencies: American Red Cross, American Association of Schools of Social Work, American Association of Social Workers, American Association of Medical Social Workers, American Association of Psychiatric Social Workers, American Public Welfare Association, Child Welfare League of America, Community Chests and Councils, Inc., Council of Jewish Federations and Welfare Funds, Family Welfare Association of America, National Conference of Catholic Charities, National Catholic Welfare Conference, National Social Work Council, National Travelers Aid Association, National Urban League, and Salvation Army.

On September 3, 1941, by Executive Order, the Office of Defense Health and Welfare Services was created in the Office for Emergency Management of the Executive Office of the President, and the Federal Security Administrator was designated as Director. The Office of Defense Health and Welfare Services thus replaces the Coordinator's office and continues to be operated within the Federal Security Agency. Within the Office two divisions have been established under two assistant directors, one on nutrition under the direction of M. L. Wilson, the other on health and welfare under the direction of Charles P. Taft. Within the Division of Health and Welfare, two sections have been created, one on recreation directed by Mark McCloskey, the other on social protection directed by Elliott Ness. The Executive Order of September 3 also established a Health and Medical Committee within the Office of Defense Health and Welfare Services, composed of the Surgeon General of the Army, the Surgeon General of the Navy, the Surgeon General of the United States Public Health Service, the Chairman of the Committee on Medical Research of the Office of Scientific Research and Development, and other persons to be appointed by the President.

The Family Security Committee continues as an advisory committee to the Director, while any administrative operations in the field of family security are expected for the present to be carried out through the constituent agencies of the Federal Security Agency—the Social Security Board, the National Youth Administration, the Civilian Conservation Corps—through other Fed-

eral agencies such as the Children's Bureau, the Farm Security Administration, the Work Projects Administration, the Surplus Marketing Administration, the Veterans Administration, and through national private social agencies such as the American Red Cross, the constituent agencies of the United Service Organizations, and other operating agencies.

The Committee has been called together in Washington at approximately quarterly intervals and has functioned between sessions through subcommittees and through staff members of the Office of Defense Health and Welfare Services. For the fiscal year ending June 30, 1942, three professional staff members have been provided to act as secretaries of the Committee and of its subcommittees.

#### ***Organization of Regional Family Security Committees***

On August 1, 1941, the Assistant Director of Defense Health and Welfare Services requested each of the twelve regional directors to establish in connection with each regional advisory council a regional family security committee. Such committees now have been appointed in Region I (Boston), Region II (New York), Region IV (Washington), Region V (Cleveland), Region VI (Chicago), Region VII (Birmingham), Region IX (Kansas City), Region X (San Antonio), Region XI (Denver), and Region XII (San Francisco).

While the regional advisory councils are composed entirely of representatives of Federal agencies, the family security committees in several regions include representatives of State and public or private local agencies. The chairmen in ten regions are representatives of the Bureau of Public Assistance of the Social Security Board; in one region the State Commissioner of Social Welfare has been appointed chairman.

It is expected that regional family security committees will assist in coordination of Federal, State, and local services for family security in relation to defense, that they will initiate recommendations for needed State and Federal legislation and administration, and that they will supply information on local conditions in support of recommendations for action of various kinds.

#### ***Problems Presented to the Family Security Committee***

Discussion at the first meeting of the Family



Security Committee and subsequent correspondence with members have revealed a need for information on family security in defense communities that is not available in any one agency, that is not regularly reported from local to national and Federal agencies, and that is not available through periodic reporting.

There is already some evidence of financial needs of families growing out of military and industrial developments. These financial needs result from a number of conditions, among which are increases in rents and other items of the family budget; migration of families and individuals in search of work to areas in which they have no legal settlement or in which there is no adequate public or private relief organization; dislocation of farm families through purchase of large tracts for military or industrial purposes; and enlistment of men with dependents or changes in the family situations after men have been inducted into military service. There is some indication that the tax base in certain local communities is greatly affected by Federal purchase of land and that relief funds may be decreased. There may be a need for allotments and allowances to the families of men inducted into military service. There is danger of considerable unemployment and need for relief resulting from the closing of plants manufacturing nonessential products.

Because of increased opportunities for women to work, there are increasing demands for the day care of children, and there is a shortage of foster homes because foster mothers also are going to work.

Some of the problems of family security are problems of definition of function, development of relationships among existing local social agencies, such as the Red Cross and local welfare departments, and need for the full utilization of existing community resources.

Some problems arise in connection with the Selective Service System. There is great variation in the extent to which local public welfare agencies have contributed to the investigation of dependency for local Selective Service Boards and questions as to how such service by a public welfare agency can be financed.

There are indications that social workers with particular kinds of training, such as medical and psychiatric, are already in demand for defense welfare positions, and there is need to consider

the entire question of the supply of and the training needed for social workers.

There is need for well-planned and coordinated attack upon problems of family security through sound community organization in local areas with full cooperation of State and Federal agencies.

There is need for long-range planning to meet widespread unemployment and other social problems in the post-emergency period.

A problem still confronting the Family Security Committee and the several regional committees is the problem of obtaining information on the incidence of family problems that is adequate enough and specific enough to support the general recommendations of the Committee. An effort has been made to exchange all available information among Committee members through an informal bulletin. The chief sources of the information so exchanged are the following: national social work agencies that receive reports from their member agencies; State departments of public welfare; regular reports of field representatives of the Children's Bureau, the Social Security Board, the United States Public Health Service, and the Recreation and Social Protection Sections of the Federal Security Agency; regional defense news letters and correspondence with regional directors; minutes and reports of regional family security committees; and special studies by the Work Projects Administration, the Bureau of Employment Security, the Bureau of Labor Statistics, and the National Resources Planning Board.

In addition to the compilation of this incidental information, it is proposed that comprehensive studies of family security problems and the resources and organizations to meet them be undertaken by regional, State, or local agencies in selected areas. Tentative suggestions for such studies have been drawn up by the Family Security Committee and will be made available to any interested person or agency.

### ***Recommendation for General Public Assistance***

The Family Security Committee turned its attention first to the problem of providing a basic public welfare structure throughout the United States that will be comprehensive enough and flexible enough to meet problems of human need that arise suddenly. To this end it recommended on May 15, 1941, an addition to the Social Security Act to provide for general public assistance

through Federal grants to the States to be administered without discrimination as to the residence or legal settlement of recipients. A brief in support of this recommendation was published in September 1941. In making this recommendation, the Committee pointed out that present Federal provisions for assistance to persons in need omit several categories for which many States have also made no provision or very inadequate provision. To meet the possibilities of unemployment in non-essential industries during the defense period, temporary dislocations of population through Government purchase of land, shifting of centers of employment, and eventual reconstruction problems after the defense period, a basic public welfare structure throughout the United States financed in part by Federal funds is essential. Such a structure could be used also to meet more nearly than at present the needs of the Selective Service System for facts about dependency and for other services to families of men in the armed forces.

#### ***Other Recommendations***

In addition to this recommendation for a general assistance program, the Family Security Committee has recommended a plan for increased pay of men in the armed forces and for a system of allotments and supplementary allowances to families.

The problems of obtaining trained personnel and of the use of volunteers in public and private organizations that are attempting to meet family problems growing out of the defense program have

also been subjects of discussion in the Family Security Committee.

#### ***Relationships With Other Agencies***

In the discharge of his functions and responsibilities, it is the policy of the Director of Defense Health and Welfare Services to utilize insofar as practicable the facilities and services of existing departments and agencies that perform related functions. Therefore, wherever possible, family security problems arising out of defense are being met by existing local and State agencies that have already established relationships with the Social Security Board, the Children's Bureau, and other Federal agencies. The Office of Defense Health and Welfare Services is bringing to the attention of these agencies their present responsibilities through the medium of regional directors, regional family security committees, and regional representatives of the several Federal agencies in this field. In areas in which no public agencies have an established function, such as in the investigation of dependency at the direct request of commanding officers of the Army and Navy, investigations for Selective Service Boards, problems of transiency, or problems of family separation in which no economic questions arise, the Family Security Committee is discussing with the American Red Cross, the National Travelers Aid Association, the Family Welfare Association of America, Community Chests and Councils, and other national voluntary agencies the volume of demand for service and the adequacy of existing methods of service.

# Employment Characteristics of Interstate Workers in Covered Employment in 1938

IDA C. MERRIAM AND ELIZABETH BLISS MCCLELLAND\*

IN SPITE OF WIDESPREAD INTEREST in industrial migration and of various efforts to accumulate detailed information on the nature of interstate movements and the characteristics of migrants, knowledge of this problem is still very limited. Current generalizations are necessarily based on numerous sample studies, covering comparatively short periods of time and often varying considerably in their conceptual approaches and their objectives. While the limitations of such studies are obvious, they must continue to serve as the primary source of information on the supply of migratory labor in this country, pending the development of a continuous sample of wage records or a system of periodic enumeration on a Nation-wide scale. The sample studies can perform the additional function of focusing attention on gaps and inadequacies in information and can thus serve as a guide in the formulation of more exhaustive studies.

During 1940 and 1941 an analysis was made of the 1938 wage-record data of approximately 277,000 workers covered by the old-age and survivors insurance program, approximately 1 percent of all the workers with taxable wages under this program. While the major purpose of the study<sup>1</sup> was to estimate the effects of migration on the unemployment compensation rights of workers with wage credits under more than one State system, considerable data on the employment characteristics of migrants working in covered employment was obtained as a byproduct. Since these data not only corroborate the findings of some earlier studies but also add to the existing body of information on migration, it seems desirable to make the material generally available.

For the purposes of the study, workers with taxable wages under the old-age and survivors

insurance program in more than one State during 1938 were designated migrants; workers with taxable wages in one State only were designated nonmigrants. It should be remembered throughout the following discussion that the wage records of the Bureau of Old-Age and Survivors Insurance furnish data on only one segment of the total migrant population, that is, workers with taxable wages under the program. The wage records do not contain information on earnings or employment in agriculture, where a sizable proportion of the total migrant labor force is employed. Nor do they furnish information on earnings in other noncovered employment. Consequently, even for workers who have taxable wages in covered employment, the wage-record data are incomplete in that some covered workers have earnings in noncovered employment of which there is no record. However, since covered interstate workers are a very important element in the total migratory labor force, their wage and employment data provide an important check on current generalizations about migrants and at the same time indicate areas where further study must be done.

While it has been generally accepted that the volume of migration fluctuates considerably with the effective demand for labor, little is known about the diverse effects of the various phases of the business cycle on the interstate movements of migrants. The migrants are a heterogeneous group, containing both casual unskilled workers and highly skilled and regularly employed workers. Some move more or less habitually from State to State; others move only to make fairly permanent changes. Still others, constituting a fairly large group, are transferred from State to State by their employers. There are indications in the data developed in this study that a period in which employment opportunities are curtailed may have a different significance for each of these groups and that consequently the economic composition of the migrant group may vary considerably from year to year.

\*Bureau of Research and Statistics, Division of Coordination Studies.

<sup>1</sup> See Merriam, Ida C., and Bliss, Elizabeth T., "Effects of Migration on Unemployment Benefit Rights," *Social Security Bulletin*, Vol. 4, No. 9 (September 1941), pp. 3-11. The basic data of this analysis are contained in the appendix tables of the detailed report, *Unemployment Compensation Rights of Workers Employed in More Than One State*, Bureau Report No. 11, Bureau of Research and Statistics.



It is generally believed that migration is deterred in periods of depression by the almost universal practice of requiring applicants for relief to fulfill certain residence requirements as one of the conditions of eligibility for relief. However, the settlement laws undoubtedly have less effect on the habitual migrant, who has no legal residence, than on more settled workers, who migrate infrequently. Casual and unskilled workers with low earning power typically have slight financial reserves. In periods of expanding business activity when job opportunities are plentiful, they can frequently increase their earnings by migrating. However, when job opportunities are limited and large local reserves of labor exist, such workers, in deciding to migrate, face the risk of exhausting their resources without finding a job. There are indications that this type of worker is less likely to migrate in periods of recession.

On the other hand, the higher paid semiskilled and skilled workers, who are usually more stable geographically than the casual workers, may have an incentive to migrate because of depression lay-offs and dismissals. Such workers more often are able financially to make a move without a definite assurance of a job than are the casual workers. The old-age and survivors insurance data support the hypothesis of the changing composition of the migratory labor force insofar as the covered segment of the group is concerned; further analysis is necessary, however, before conclusions can be reached relating either to the entire migrant group or to covered interstate workers alone.

One of the most interesting facts which emerged from this study was the discovery that, according to an estimate based on the sample, there were more than 400,000 interstate workers in covered employment who worked for only one employer during 1938. This group had distinctive employment characteristics. It seemed probable that many of these workers made their interstate moves in connection with their regular employment, but it was impossible to identify their occupations from the data. Several theories as to the characteristics of the group have been advanced in the study but more research should be done in this area also, particularly since this type of worker is not ordinarily considered in discussions of industrial migration.

An analysis of the quarters of employment

in relation to the taxable wages of the covered migrants and nonmigrants in the 1938 sample revealed a complex relationship between the taxable wages of the two groups which is often concealed in discussions based only on annual-wage data. Since annual wages are a function of wage rates and of length and regularity of employment, variations in the composition and employment characteristics of the migrant and nonmigrant groups from year to year condition the relationship of the summary wage data for the two groups. In some years, such as 1937, the summary figures indicate that the nonmigrants are on the average a higher paid group than the migrants. In other years, such as 1938, the reverse is true. This study indicates that the proportion of workers in each group who are in covered employment during only 1 or 2 quarters may be a very important factor in determining this relationship. However, analysis over a longer time span is necessary to establish this theory. Furthermore, it will be necessary to obtain data on earnings in noncovered employment before anything other than a hypothesis can be advanced.

#### *Extent of Interstate Migration of Covered Workers*

Of the 277,000 workers whose wage records were analyzed, 262,000 had covered employment in only one State during 1938. The remaining 15,000, or 5.5 percent of the total number, had covered employment in two or more States. The great majority of the migrants, 93.8 percent, had taxable earnings in two States, 5.3 percent in three States, and the remaining 0.9 percent in four or more States. The ratio of migrants to nonmigrants in 1938 is smaller than that revealed by an analysis of the 1937 wage-record data, in which migrant wage earners constituted 7 percent of all covered wage earners in that year.<sup>3</sup>

The discrepancy may be explained largely by differences in the definition of a migrant. In the study of 1937 wages, a worker was classified as a migrant if he had been employed during some part of either reporting period of 1937 in a State other than that in which his account number was assigned. Under the terms of this definition, an estimated 800,000 workers who would have been classified in the present study as nonmigrants

<sup>3</sup> U. S. House of Representatives, Select Committee to Investigate Interstate Migration . . . , *Interstate Migration*, H. Rept. 369, 1941, p. 470.

because they worked in the same State during the entire year were classified as migrants because the State in which they were employed in 1937 differed from the State in which their account numbers were issued. Furthermore, since a great many account numbers were issued in November and December of 1936, the period in which movement was studied was slightly longer than the 12-month period used in the analysis of 1938 data. It is also possible that the difference in the proportion reflects a real though slight decline in the migration of covered workers in 1938, caused by a general decline in employment opportunities and a consequent reluctance on the part of industrial workers to exhaust their resources by migrating without definite assurance of finding a job. On the other hand, there may have been no real decline in the volume of migration, and the smaller proportion of covered migrants in 1938 may indicate only a lack of success in finding covered employment in other States.

#### Earnings of Covered Migrants, 1937 and 1938

In several respects the employment experience of the workers employed in more than one State during 1938 differed significantly from that of the workers employed in one State only. In that year the taxable wages of the migrants were higher than those of the nonmigrants as a group. The median annual taxable wage of the migrant group was \$735 as compared with \$660 for the nonmigrants (table 1). Moreover, only 7.6 percent of

the migrants as compared with 17.0 percent of the nonmigrants had taxable wages of less than \$100 during the year (table 2).

In contrast, the analysis of the 1937 data had indicated that the covered migrants were a somewhat lower paid group than the covered nonmigrants. While the average taxable wage of the migrants was slightly higher than that of the nonmigrants, \$895 as compared with \$882, the median wage of the migrants was lower, \$751 as compared with \$770.

The explanation of the differences in the findings of the two studies cannot be discovered by an exact comparison of the taxable wage distributions in 1937 and 1938, because of the dissimilar treatment of a sizable group of workers, resulting from differences in definition. Certain hypotheses, however, can be drawn from the wage distributions.

For comparison with the 1938 data, the wage distribution of the nonmigrants in the 1937 study can be used with most confidence, since the addition to the nonmigrant group of the 800,000 workers classified as migrants would increase the size of the universe by less than 3 percent and since there is no reason to assume that the distribution of the taxable wages of this group differs significantly from that of the workers classified as nonmigrants. As would be expected in a year of recession, in 1938 a larger proportion of nonmigrants earned less than \$1,000 than in 1937. The most notable difference between the wage distribution frequencies of the 2 years was to be

Table 1.—Migrants and nonmigrants, by number of quarters of employment and by amount of taxable wages, and percentage distribution, by quarters of employment, 1938<sup>1</sup>

Taxable wages	Total migrants	Migrants with employment in—				Total nonmigrants	Nonmigrants with employment in—			
		1 quarter	2 quarters	3 quarters	4 quarters		1 quarter	2 quarters	3 quarters	4 quarters
Total.....	15,124	271	2,052	3,151	9,650	261,526	40,699	36,892	37,115	146,820
Percentage distribution.....	100.0	1.8	13.6	20.8	63.8	100.0	15.6	14.1	14.2	58.1
Less than \$50.....	550	93	343	88	26	29,215	22,094	5,479	1,226	416
50-99.....	606	58	292	172	84	15,308	7,428	5,118	1,895	867
100-199.....	1,186	68	452	424	242	21,436	6,432	8,085	4,196	2,723
200-299.....	1,148	24	338	419	367	16,301	2,311	5,833	4,424	3,733
300-399.....	1,100	8	218	405	460	14,433	1,019	3,775	4,209	5,430
400-499.....	1,016	3	130	329	554	13,617	411	2,431	3,850	6,925
500-999.....	4,167	8	188	885	3,086	63,763	478	4,162	11,030	48,093
1,000-1,499.....	2,542	3	37	220	2,282	42,510	64	689	2,975	38,782
1,500-1,999.....	1,425	1	13	91	1,320	22,627	42	212	992	21,381
2,000-2,499.....	626	0	3	27	596	10,333	27	69	469	9,768
2,500-2,999.....	307	0	4	9	294	4,766	17	58	157	4,524
3,000 or more.....	451	5	34	82	330	7,227	376	981	1,692	4,178
Median annual taxable wage.....	\$734.70	\$84.48	\$182.74	\$408.06	\$972.78	\$660.38	\$45.71	\$191.01	\$445.75	\$1,040.40
Median average quarterly taxable wage <sup>2</sup> .....	183.68	84.48	91.37	136.02	243.20	165.10	45.71	95.51	148.58	260.10

<sup>1</sup> Data based on a sample of approximately 1 percent of wage records of all workers with taxable wages in 1938 under the old-age and survivors insurance program. "Migrants" designates those workers who received taxable wages

in more than 1 State, "nonmigrants" those who received taxable wages in 1 State only.

<sup>2</sup> See table 3, footnote 1.

**Table 2.—Percentage distribution of migrants and nonmigrants, by taxable wages, 1937 and 1938**

Taxable wages	Total <sup>1</sup>		Migrants <sup>2</sup>		Nonmigrants <sup>3</sup>	
	1937	1938	1937	1938 <sup>4</sup>	1937	1938 <sup>4</sup>
Total.....	100.0	100.0	100.0	100.0	100.0	100.0
Less than \$100.....	14.3	16.4	13.1	7.6	14.4	17.0
100-199.....	7.4	8.4	7.6	7.8	7.4	8.2
200-299.....	5.6	6.2	6.1	7.6	5.6	6.2
300-399.....	4.9	5.5	5.7	7.3	4.8	5.5
400-499.....	4.7	5.1	5.6	6.7	4.6	5.2
500-999.....	24.5	24.4	23.7	27.6	24.5	24.4
1,000-1,499.....	18.2	16.6	15.7	16.8	18.4	16.2
1,500-1,999.....	10.6	8.6	9.9	9.4	10.6	8.7
2,000-2,499.....	4.6	4.0	5.2	4.2	4.6	4.0
2,500-2,999.....	2.1	1.9	2.8	2.0	2.1	1.8
3,000 and over.....	3.1	2.9	4.6	3.0	3.0	2.8

<sup>1</sup> Excludes in each year a number of employees holding railroad retirement account numbers and those whose race or sex was unknown. Employees holding railroad account numbers are those who, at the time their account numbers were assigned, were working in railroad employment as defined by the Railroad Retirement Act. The numbers assigned to these employees do not identify the States in which they were assigned, and therefore these employees cannot be differentiated as migrant or nonmigrant. Data for 1937 adjusted for carry-over wage items.

<sup>2</sup> Migrants defined in 1937 as those employees who were employed in some part of the year in States other than those in which their account numbers were assigned; in 1938 as those who received taxable wages in more than 1 State.

<sup>3</sup> Nonmigrants defined in 1937 as those employees who were employed during all of each reporting period in which they received wage credits in the State where their account number was assigned; in 1938, as those whose wages were taxable in 1 State only.

<sup>4</sup> See table 1, footnote 1.

found in the size of the group earning less than \$100; in 1938, it was 2.6 percent larger than in 1937. This difference may be at least partially the result of a sampling error in the 1938 study which is known to have occurred in this interval. It quite certainly reflects also a real difference in earnings distributions in the 2 years. The proportion of workers earning less than \$100 rose from 14.3 percent of the total in 1937 to 16.4 percent in 1938; a corresponding increase in the proportion of nonmigrants in this earnings category seems logical.

Any comparison of the wage-distribution data of the two migrant groups must be undertaken with considerable reservation. If there is anything peculiar about the wage distribution of the 800,000 workers included as migrants in the 1937 data, the 1937 wage distribution may be considerably biased. If it is assumed, however, that the wage distribution of these workers was identical to that of the nonmigrants in 1937, removal of their wages from the migrant tabulation would slightly increase the proportion of migrants in the low income intervals. Such treatment would not basically alter the relationship between the migrant wage distributions for the 2 years.

It will be noted that the most significant differences between the 1938 distribution of

migrants' taxable wages and the unadjusted 1937 distribution occur in the "less than \$100" interval and the \$500-999 interval. In tests of the reliability of the 1938 sample it was found that there were probable minor sampling errors in both of these intervals. It is possible that these errors give a slight upward bias to the 1938 wage distribution. However, the deviations in each case were too small to account entirely for the higher earnings levels of the 1938 migrants.

It seems more probable that there was a real difference between the 2 years in the proportion of migrants earning less than \$100. As indicated above, the proportion of all workers earning less than \$100 increased in 1938. While the proportion of nonmigrants in this earnings category also apparently increased, the proportion of migrants therein seems to have decreased. This fact suggests that curtailed employment opportunities in 1938 may have served as a curb on interstate movements of casual workers, thus lowering the median annual wage of the nonmigrants by increasing the proportion of casual workers in the low earnings group and, conversely, raising the median annual wage of the migrant group. An alternative explanation would be that the casual migrant workers were less successful in finding work when there were local labor reserves created by the recession. Their failure to accumulate wage credits in more than one State, even though they moved from State to State in search of employment, would have resulted in their classification as nonmigrants in the 1938 study. At the same time the depressed economic conditions may have stimulated the migration of semiskilled and skilled workers. Workers who in 1937 were employed in only one State may have become unemployed in 1938 and may have been forced to move into another State to find employment. Such migrants would be expected to have greater success in finding covered employment than the casual workers, and an increase in the proportion of these workers would tend to raise the median annual wage of the migrant group. Whatever the reason for the changes in the proportions of workers in the low earnings interval, it seems clear that these changes are a factor of some importance in the explanation of the differences of the migrants' taxable wage levels between 1937 and 1938 and of the difference in the relationship of their earnings to those of the nonmigrants.



### Median Average Quarterly Wages, 1938

Substantially fewer migrants than nonmigrants had taxable wages in only 1 quarter of 1938—1.8 percent as compared with 15.6 percent—and more had taxable wages in each of the 4 quarters—63.8 percent as compared with 56.1 percent (table 1). As would be expected, there was a close correlation between the number of quarters of employment and the amounts of earnings—both annual and average quarterly earnings—for both migrants and nonmigrants. When workers with taxable wages in 4 quarters were arrayed by the size of their average quarterly wages, the earnings in the first decile of the array were higher than those in the first decile of a similar array of workers with taxable wages in 3 quarters only (chart 1). This relationship obtained throughout all other deciles of the two arrays. Similarly the average quarterly earnings of workers with wage credits in 3 quarters were higher in all deciles than those of individuals with wage credits in 1 or 2 quarters. In other words, the rate of earnings was in general higher as a worker was employed more steadily throughout the year.

At all but one of the decile points of the frequency distribution, the average quarterly wages of the nonmigrants employed in 2 or more quarters were higher than those of the migrants with the same number of quarters of employment. The situation was reversed, however, for the migrants and nonmigrants with covered employment in 1 quarter only. The average quarterly earnings of the nonmigrants were considerably lower than those of the migrants at all decile points of this frequency distribution.

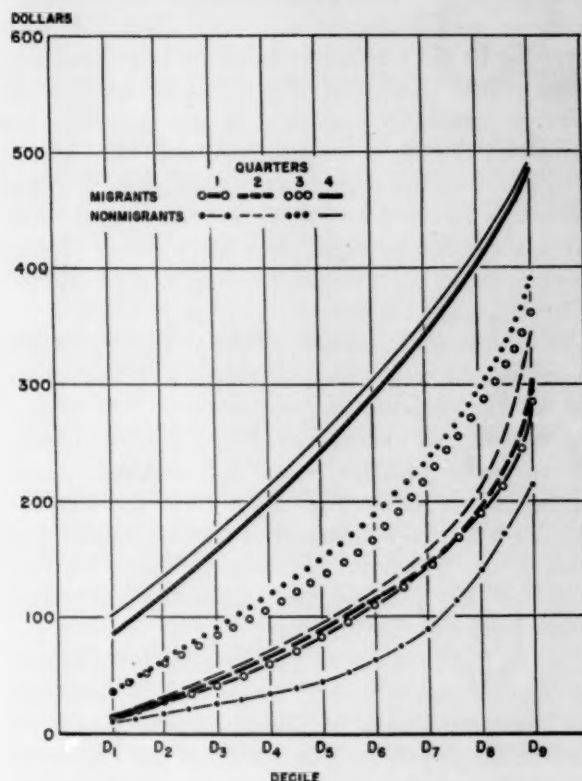
Table 3.—Median average quarterly taxable wages of migrants and nonmigrants, by number of employers and number of quarters with taxable wages, 1938

Number of employers	Median average quarterly wage of migrants with taxable wages in—				Median average quarterly wage of nonmigrants with taxable wages in—			
	1 quarter	2 quarters	3 quarters	4 quarters	1 quarter	2 quarters	3 quarters	4 quarters
1.....	\$96	\$123	\$201	\$292	\$45	\$107	\$174	\$276
2.....	82	84	131	232	64	72	118	216
3.....	86	78	113	192	77	80	104	184
4.....	38	102	112	175	79	80	98	175
5 or more.....	150	85	131	192	140	112	115	192

<sup>1</sup> For each worker, annual earnings were divided by number of quarters of employment to obtain average quarterly earnings. Average quarterly earnings of workers employed 1 quarter, 2 quarters, 3 quarters, and 4 quarters were arrayed and the median found for each of the groups.

<sup>2</sup> Only 8 migrant workers had 4 or more employers in only 1 quarter.

Chart 1.—Frequency distribution of migrants and nonmigrants, by average quarterly earnings in covered employment, 1938



Of the nonmigrants with only 1 quarter of covered employment, 73 percent earned less than \$100. It is probable, in view of the high correlation between low earnings and short periods of employment, that there was an increase from 1937 to 1938 in the proportion of nonmigrants with only 1 quarter of covered employment. Such an increase would again suggest that changes from year to year in the proportion of casual workers in the nonmigrant group influence significantly the relationships between the earnings levels of the migrants and the nonmigrants.

When a comparison was made of migrants and nonmigrants with similar employment experience in terms of number of quarters of employment and number of employers, the migrants proved to be higher paid. That is to say, the average quarterly wages of the migrants were higher, as a rule, than those of the nonmigrants with the same number of employers and the same number of quarters of employment. There was first an inverse relationship and then a direct relationship between

earnings and the number of employers for both migrants and nonmigrants with 3 or more quarters of employment; that is, median average quarterly earnings first decreased and then increased with increases in the number of employers or changes in employment (table 3). In contrast, the median average quarterly earnings of the nonmigrants employed in only 1 quarter increased throughout with increases in the number of employers. There seemed to be no close correlation between median average quarterly wages and the number of employers, either for workers employed in 2 quarters or for migrants employed in 1 quarter only.

The varying relationships between median average quarterly wages and the number of employers per worker suggest that, for workers with 3 or 4 quarters of covered employment, a high rate of job turn-over usually leads to increased unemployment and reduced earnings. For the workers who are less firmly attached to the labor force in a given year, however, increases in job turn-over often mean relatively less unemployment and consequently higher earnings.

One of the most striking differences between the median average quarterly wages of the migrants and the nonmigrants in this array was found for workers employed by one employer in 1 quarter only. The median quarterly wage of the 38,000 nonmigrants in this group was only \$45 as compared with \$96 for the migrants. Nonmigrants with one employer constituted 94 percent of all nonmigrants with wage credits in 1 quarter only, and consequently their earnings were the most important factor in determining the median quar-

terly wage of the nonmigrants with taxable wages in 1 quarter. The fact that 19,000 nonmigrants with one employer earned less than \$45 in taxable wages in their 1 quarter of covered employment in 1938 tends to corroborate the hypothesis that the group included many casual unskilled workers.

The taxable wages of the one-employer migrants with covered employment in only 1 quarter indicate that these workers were both a higher paid and more regularly employed group of workers than the one-employer nonmigrants. Ten percent earned more than \$617, an additional 10 percent earned between \$340 and \$617, and still another 10 percent earned between \$203 and \$340; that is, 30 percent as compared with approximately 10 percent of the one-employer nonmigrants earned at least \$203.

### Number of Employers, 1938

While the migrant and the nonmigrant workers with the greatest job turn-over during 1938 were employed by approximately the same number of different employers, 35 and 34 respectively, 79 percent of all nonmigrants as compared with only 39 percent of the migrants made no change of employers (table 4). The migrants tended to make more shifts back and forth between employers than did the nonmigrants; that is, a smaller proportion made the minimum number of shifts between employers. Of the three-employer migrants, for example, 48 percent made only two moves during the year as compared with 52 percent of the three-employer nonmigrants; 37 percent of the four-employer migrants as compared

Table 4.—Migrants and nonmigrants, by number of employers and amount of taxable wages, and percentage distribution, by number of employers, 1938

Taxable wages	Total migrants	Migrants with specified number of employers					Total nonmigrants	Nonmigrants with specified number of employers				
		1	2	3	4	5 or more		1	2	3	4	5 or more
Total.....	15,124	5,896	4,932	2,257	1,021	1,018	261,526	207,459	36,502	10,552	3,633	3,380
Percentage distribution.....	100.0	39.0	32.6	14.9	6.8	6.7	100.0	79.3	14.0	4.0	1.4	1.3
Less than \$50.....	550	129	305	93	15	8	29,215	25,838	2,817	419	96	45
50-99.....	606	121	296	124	35	30	15,308	11,617	2,732	660	204	95
100-199.....	1,186	232	507	256	105	86	21,436	14,942	4,395	1,388	422	289
200-299.....	1,148	225	475	245	116	87	16,301	10,915	3,450	1,185	437	314
300-399.....	1,100	242	418	234	116	90	14,433	9,771	2,927	1,041	365	329
400-499.....	1,016	275	367	182	102	90	13,617	9,478	2,603	918	327	291
500-999.....	4,167	1,671	1,214	619	326	337	63,763	49,650	9,137	2,904	1,058	1,014
1,000-1,499.....	2,542	1,367	653	266	98	158	42,510	35,879	4,496	1,169	430	536
1,500-1,999.....	1,425	822	332	127	64	80	22,627	19,603	2,109	485	164	266
2,000-2,499.....	626	380	148	48	19	31	10,333	9,114	877	182	60	100
2,500-2,999.....	307	195	77	21	7	7	4,756	4,238	360	76	30	52
3,000 and over.....	451	237	140	42	18	14	7,227	6,414	599	125	40	49
Median annual taxable wage.....	\$734.70	\$1,019.39	\$536.24	\$496.98	\$532.98	\$675.07	\$660.38	\$713.18	\$474.14	\$463.51	\$489.45	\$661.24

with 45 percent of the four-employer nonmigrants made three moves (table 5).

### One-Employer Migrants

Almost 6,000, or 39 percent of the migrants in the sample, were employed by the same employer throughout the period of their covered employment in 1938. While the exact composition of the one-employer migrant group was unknown, it seemed probable that many of these workers migrated in connection with their regular employment; that is, they were transferred by management from one operating unit of a multistate concern to another. Inclusion of the wage-record data of this group in the sample raised the median annual wage of the migrants, since the one-employer migrants had both steadier employment and higher earnings than the multi-employer migrants.<sup>3</sup>

A comparison of one-employer migrants with all workers, distributed by industry in the fourth quarter of 1938, showed a somewhat higher proportion of the one-employer migrants in manufacturing and mining and somewhat smaller proportions in contract construction and particularly in the service industries. The firms employing the greatest number of one-employer migrants included some of the largest industrial concerns in

the country, with production units in several States and national markets for their products. Many of the one-employer migrants were in industries such as meat packing and cigarette and steel manufacturing, in which a few large concerns furnish a very large proportion of the jobs in the industry.

These firms apparently had numerous workers continuously on their pay rolls who were sent from plant to plant or from one headquarters office to another. Many of them were probably skilled mechanics, engineers, salesmen, foremen, and managers. In addition to workers of this type, the one-employer migrant group doubtless included some employees of multistate concerns who were permanently transferred from one operating unit to another during the course of the year.

Still other one-employer migrants may have been employees in industries dominated by several large concerns who lost their jobs in one State and by chance were employed by another unit of their original employing concern in another State.<sup>4</sup> In industries with great concentration of ownership, the chances are high that a worker who lost his job and moved to another State would, if he remained in the same industry, be reemployed by the same employer. For example, it has been

<sup>3</sup> This statement does not explain the difference between the 1937 and 1938 earnings distributions of migrant workers, since wage-record data for one-employer migrants were undoubtedly included in the 1937 tabulation.

<sup>4</sup> In the records used in this study all establishments under a single ownership carried the same employer code number, and workers in these establishments were thus classified as working for one employer.

Table 5.—Percentage distribution of workers with taxable wages, by number of employers and number of shifts between employers, 1938

Number of employers	Number of workers	Number of shifts between employers																		
		Total	None	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16 or more	Un- known
Migrants																				
1.....	5,896	100.0	100.0																	
2.....	4,907	100.0		65.3	19.7	9.5	2.9	1.4	7	1.1	.6									
3.....	2,247	100.0			48.3	28.3	13.8	5.4	2.0	1.1	.6									
4.....	1,018	100.0				37.4	28.6	20.6	7.8	2.6	1.1	.6	.4	.2						
5.....	455	100.0					27.7	28.4	22.2	11.0	4.2	2.9	1.5	1.3	.4	.1	.1			
6.....	211	100.0						25.6	24.6	19.9	12.8	8.1	4.3	.9	1.4	1.4	.5			.4
7.....	120	100.0							13.3	20.0	16.7	19.1	11.7	10.0	1.7	1.7	1.7	.8	3.3	.5
8 or more.....	220	100.0								3.2	6.8	13.2	11.8	7.7	9.6	5.5	4.5	5.9	31.8	
Unknown <sup>1</sup> .....	50	100.0																		100.0
Nonmigrants																				
1.....	207,459	100.0	100.0																	
2.....	36,502	100.0		64.7	22.2	7.1	2.9	1.7	1.1	.3										
3.....	10,532	100.0			52.4	14.8	12.3	5.2	2.6	1.3	10.8	.3	.2	.1						
4.....	3,633	100.0				44.7	24.9	14.4	7.8	4.1	1.5	1.0	.7	.2	.3	.1	.2	.1		
5.....	1,540	100.0					41.0	22.3	17.3	7.5	5.2	2.3	1.6	.6	.6	.5	.1	.5	.5	
6.....	727	100.0						32.5	21.6	17.7	9.5	7.3	3.7	2.3	2.1	1.1		.4	1.8	
7.....	452	100.0							38.6	15.1	16.6	10.4	7.5	4.4	2.4	.4	2.0	.7	1.9	
8 or more.....	661	100.0								10.0	9.7	13.0	12.4	7.6	5.6	5.9	4.9	1.7	29.2	

<sup>1</sup> Less than 0.05 percent.

<sup>2</sup> Includes 45 cases improperly coded and 5 cases not coded.



estimated that the chances are 1 in 3 that a worker who loses his job with the United States Steel Corporation and is reemployed in the industry will be reemployed by that corporation.

It is also possible that some of the workers in the one-employer migrant group were misclassified and were actually nonmigrants, continuously employed by multistate concerns outside the State of the home office. The extent of errors of this type is unknown; a generous estimate would allow for inaccurate classification of a maximum of one-fourth of the one-employer migrants.<sup>5</sup>

As previously indicated, one-employer migrants as a group had both steadier employment and higher earnings than either the nonmigrants or the migrants with more than one employer.<sup>6</sup> Thus, the median annual taxable wage of the one-employer migrants was \$1,019 as compared with \$660 for all nonmigrants (table 4) and \$546 for the migrants with more than one employer. Since the median taxable wage of the one-employer nonmigrants was only \$713, it is evident that the high earnings of the one-employer migrants cannot be entirely explained by the probable inclusion in the group of some workers who should have been classified as one-employer nonmigrants. The median taxable wage of the one-employer migrants was high even as compared with that of the nonmigrants who were employed in more than 1 quarter; for these more steadily employed nonmigrants, the median taxable wage was \$900. Obviously, the one-employer migrant group must have contained a fairly large proportion of highly skilled and highly paid workers.

The employment experience of the one-employer migrants also differed from that of the other groups in that a larger proportion of the one-employer migrants had earnings in covered employment in all 4 quarters of 1938 (table 6). About 76 percent of them had some earnings in covered employment in all quarters as compared with 56 percent of the multi-employer migrants and of all the nonmigrants and 57 percent of the one-employer nonmigrants. Employment in a quarter may mean work for 1 day or for 13 weeks. It is possible that the higher taxable wages of the one-employer migrants resulted not only from

**Table 6.—Percentage distribution of migrants with specified number of States of employment, by number of quarters of employment, and median annual wage of migrants, by number of States of employment, 1938**

Number of States of employment	Number of migrants	Percent of migrants with taxable wages in—					Median annual wage
		Total	1 quarter	2 quarters	3 quarters	4 quarters	
All migrants							
Total.....	15,124	100.0	1.8	13.6	20.8	63.8	\$735
2.....	14,189	100.0	1.9	13.9	20.8	63.4	728
3.....	807	100.0	.2	7.7	22.7	69.4	826
4 or more.....	128	100.0	1.6	6.2	15.6	76.6	890
With 1 employer							
Total.....	5,896	100.0	.6	10.0	13.5	75.9	\$1,019
2.....	5,754	100.0	.6	10.2	13.5	75.7	1,009
3.....	126	100.0	(1)	3.4	14.3	83.3	1,452
4 or more.....	16	(1)					1,333
With more than 1 employer							
Total.....	9,228	100.0	2.6	15.8	25.5	56.1	\$546
2.....	8,435	100.0	2.8	16.5	25.7	55.0	526
3.....	681	100.0	.3	8.7	24.2	66.8	727
4 or more.....	112	100.0	1.8	5.3	16.1	76.8	847

<sup>1</sup> Less than 0.05 percent.

<sup>2</sup> Percentages not computed; the numbers of workers in this group with taxable wages in 1, 2, 3, and 4 quarters were 0, 2, 2, and 12, respectively.

higher wage rates but also from steadier employment during each quarter as well as from more quarters of employment.

The one-employer migrants had an additional distinguishing characteristic in that they were a somewhat less mobile group than those with more than one employer. Their taxable wages in covered employment were distributed among a smaller number of States, and they tended to move back and forth between States less frequently. A somewhat smaller proportion of the one-employer than of the multi-employer migrants employed in two States, 55 percent as compared with 59 percent, divided their employment between contiguous States.

### Multi-Employer Migrants

In contrast, the migrants with more than one employer were characterized by relatively low earnings in covered employment. Almost half of this group had less than \$500 in taxable wages in 1938, and approximately three-fourths had wages of less than \$1,000. However, while their earnings were lower than those of the

<sup>5</sup> This type of error probably also occurred in the 1937 study. See Bureau Report No. 11, op. cit., for an explanation of the coding practice which leads to misclassification.

<sup>6</sup> Only in the case of the migrants with five or more employers did a larger proportion (78 percent) have employment in 4 quarters.

nonmigrants as a whole, they compared favorably with those of the multi-employer nonmigrants. In 1938 the median taxable wage for the migrants with more than one employer exceeded that of the multi-employer nonmigrants by \$63.76. Possibly the difference may be attributed to the fact that 82 percent of the multi-employer migrants had employment in 3 or 4 quarters, in contrast to 77 percent of the multi-employer nonmigrants. Quite probably a difference in the sex composition of the two groups also had some influence on their average wage rates. In addition, there may have been differences in the occupational characteristics of the two groups or in the average number of weeks of employment within their quarters of employment.

### Number of States of Employment

In any distribution of the migrant group by number of States of employment, the multi-employer migrants predominate numerically. Moreover, the greater the number of States of employment, the larger is the proportion of migrants with more than one employer (table 6). Notwithstanding this fact, the migrants employed in three States and in four or more States had more quarters of employment and higher median annual taxable wages than either the migrants employed in two States or the nonmigrants as a whole.

If the one-employer and the multi-employer migrants are segregated, a similar relationship between number of quarters of employment and number of States of employment holds for both groups. The median annual taxable wage of the multi-employer migrants also increased markedly with the number of States of employment. Similarly, the one-employer migrants employed in three States had a much higher median annual taxable wage than did those who were employed in only two States.

The amount of movement back and forth between States is shown in table 7. A majority of the workers employed in two States, whether they worked for one or more than one employer, moved only once. Approximately one-third of this group made two moves, returning to the first State of employment at some time during the year. Very few of the workers who were employed in two States made as many as seven moves during the year. A slightly smaller proportion of the

Table 7.—Percentage distribution of migrants with specified number of States of employment, by number of interstate moves, 1938

Number of States of employment	Number of migrants	Percent of migrants with specified number of interstate moves								
		Total	1	2	3	4	5	6	7	8 or more
Total.....	All migrants									
	15,124	100.0	53.8	32.7	8.2	3.2	1.2	0.5	0.3	0.1
	14,189	100.0	57.3	32.5	6.6	2.5	.7	.2	.2	0
	807	100.0	40.3	33.7	14.1	7.4	2.7	1.0	.8	
	128	100.0	29.0	25.0	21.1	11.6	7.0	6.3		
Total.....	With 1 employer									
	5,896	100.0	57.6	37.0	4.3	0.6	0.3	0.1	0.1	(1)
	5,754	100.0	59.0	37.0	3.4	.5	.1	0	0	0
	126	100.0	46.7	39.7	4.8	4.0	3.2	1.6	0	
	16	100.0	43.6	12.5	25.0	6.3	6.3	6.3		6.3
Total.....	With more than 1 employer									
	9,228	100.0	51.3	29.9	10.7	4.8	1.9	0.7	0.5	0.2
	8,435	100.0	56.2	29.6	8.7	3.7	1.0	.4	.4	0
	681	100.0	39.1	32.6	15.9	8.0	2.6	.9	.9	
	112	100.0	26.8	26.8	20.5	12.5	7.1			6.3

<sup>1</sup> Less than 0.05 percent.

workers employed in three or more States made only the minimum number of moves, but a slightly larger proportion moved back and forth between one or more of the States in which they were employed. No matter in how many States they were employed, the one-employer migrants moved back and forth less frequently than did multi-employer migrants employed in the same number of States.

### Interstate Movements

The patterns of the interstate movements of the covered workers in 1938 corresponded closely to those disclosed by other studies. In absolute numbers, the States with the largest number of covered industrial workers were the origin and destination of the bulk of the migrants. New York alone, the first State of employment in 1938 of 14 percent of all the workers in the sample, was the State of origin of 11.0 percent of the two-State migrants and the State of destination of an additional 11.5 percent of the same group. New York, Pennsylvania, and Ohio, which were the States of first employment in 1938 for 30 percent of all the workers in the sample, were the States of origin of 25 percent of the two-State migrants and the States of destination for 24

percent. While the 1937 wage data tabulated the State in which a migrant's account number was issued as his State of origin and the present study defined the State of origin as the State of first employment in 1938, the relative volume of in-migration and out-migration of these States was remarkably similar for the 2 years. In no case was there a difference of more than 1 percent.

Table 8 shows the number of workers in the sample employed in each State at any time during 1938, the relative importance of the migrants in the total covered labor force of each State, and the proportion of all migrants in the sample employed in each State. Since all migrants, by definition, had taxable wages in at least two States, each migrant is counted two or more times in this tabulation. Consequently it is not possible to obtain a national figure by totaling the State figures for covered workers or to compare State percentages with the national ratio of 1 migrant to every 20 covered workers.

Nine industrial States—New York, Illinois, Pennsylvania, Ohio, New Jersey, California, Michigan, Texas, and Massachusetts—apparently employed almost 50 percent of all the migrants at some time during 1938, if it is assumed that the great majority of the migrants were counted only twice. However, since these nine States employed more than 60 percent of the covered workers in the sample, migrants were generally a less important element in the labor force in these States than elsewhere. In all these States except New Jersey, migrants represented less than 10 percent of the covered labor force in 1938. In only seven other jurisdictions was the ratio of migrants to nonmigrants so low. Of these others, Connecticut, Rhode Island, Wisconsin, and North Carolina were also industrial States.

In some of the smaller or less industrialized States the migrants tended to be a relatively more important factor in the covered labor force. For example, in New Hampshire, New Mexico, Arizona, Wyoming, and Delaware, migrants comprised at least one out of every five covered workers in 1938. Seasonality of employment in Alaska accounts for the high proportion of migrants in that jurisdiction. There was no jurisdiction in 1938 which did not utilize migrant labor, but the ratios of migrants to nonmigrants varied greatly. In the low State, Wisconsin, only 6.5 percent of the covered workers employed during the year were

**Table 8.—Number of workers and migrants in covered employment at any time in 1938 by State, and percent of migrants to all covered workers employed in each State and to all migrants**

State	Total covered workers <sup>1</sup>	Covered migrants	Percent migrants of—	
			Covered workers in State <sup>1</sup>	All covered migrants in the United States
Alabama.....	3,904	387	9.9	2.6
Alaska.....	250	93	37.2	.6
Arizona.....	1,000	203	20.3	1.3
Arkansas.....	1,807	288	15.9	1.9
California.....	16,705	1,455	8.7	9.6
Colorado.....	2,337	261	11.2	1.7
Connecticut.....	5,620	431	7.7	2.8
Delaware.....	846	189	22.3	1.2
District of Columbia.....	1,858	479	25.8	3.2
Florida.....	4,298	616	14.3	4.1
Georgia.....	4,474	473	10.6	3.1
Hawaii.....	1,004	89	8.9	.6
Idaho.....	895	137	15.3	.9
Illinois.....	22,036	2,118	9.6	14.0
Indiana.....	7,772	899	11.6	5.9
Iowa.....	3,883	405	10.4	2.7
Kansas.....	2,845	459	16.1	3.0
Kentucky.....	3,912	546	14.0	3.6
Louisiana.....	4,046	466	11.5	3.1
Maine.....	2,196	255	11.6	1.7
Maryland.....	4,528	729	16.1	4.8
Massachusetts.....	12,754	932	7.3	6.2
Michigan.....	13,862	1,012	7.3	6.7
Minnesota.....	4,922	456	9.3	3.0
Mississippi.....	1,977	280	14.2	1.9
Missouri.....	7,707	1,249	16.2	8.3
Montana.....	923	189	17.2	1.1
Nebraska.....	1,931	255	13.2	1.7
Nevada.....	210	86	41.0	.6
New Hampshire.....	1,422	288	20.3	1.9
New Jersey.....	11,629	1,550	13.3	10.2
New Mexico.....	716	212	29.6	1.4
New York.....	40,723	3,309	8.1	21.9
North Carolina.....	6,162	500	8.1	3.3
North Dakota.....	626	102	16.3	.7
Ohio.....	17,070	1,637	9.6	10.8
Oklahoma.....	3,439	485	14.1	3.2
Oregon.....	2,369	306	12.9	2.0
Pennsylvania.....	24,202	1,758	7.3	11.6
Rhode Island.....	2,316	217	9.4	1.4
South Carolina.....	2,741	337	12.3	2.2
South Dakota.....	672	97	14.4	.6
Tennessee.....	4,638	594	12.8	3.9
Texas.....	11,426	990	8.7	6.5
Utah.....	984	160	16.3	1.1
Vermont.....	847	139	16.4	.9
Virginia.....	5,055	736	14.6	4.9
Washington.....	3,543	495	14.0	3.3
West Virginia.....	3,765	605	16.1	4.0
Wisconsin.....	6,630	432	6.5	2.9
Wyoming.....	519	114	22.0	.8

<sup>1</sup> It is not possible to obtain a national total by totaling State figures for covered workers, since all migrants, by definition, had taxable wages in at least 2 States, and each migrant is therefore counted at least twice in the tabulation.

migrants as compared with 41.0 percent in Nevada, at the other end of the range.

In 1938 the great majority of the migrants, 93.8 percent, had earnings in covered employment in two States; 5.3 percent in three States, and the remaining 0.9 percent in four or more States. Of the two-State migrants employed in the continental United States, 58 percent migrated to contiguous States. The remaining 42 percent crossed at least two State lines. These figures



serve as a rough index to the amount of long-distance migration, although the use of non-contiguity of States of origin and States of destination as a measurement has serious limitations. For example, workers migrating to certain points in Texas from contiguous States may cover considerable distances, and workers migrating between noncontiguous States in New England may travel

comparatively short distances. However, among those migrants employed during 1938 in two non-contiguous States was a sizable group of workers who divided their employment between as widely separated States as Massachusetts and Illinois, New York and California, Ohio and Alabama, Illinois and California, Utah and New York, and Michigan and California.

# Family Composition of Workers Represented in Old-Age and Survivors Insurance Claims

GEORGE E. IMMERWAHR\*

THE DATA relating to claims under the old-age and survivors insurance program in 1940 include information on the family composition of the workers with respect to whose wages these claims for benefits or payments were awarded. These workers constitute a select group and are not altogether representative of the entire body of workers insured under the program, since, as will be seen, some differentials have been introduced by the factors of retirement, of mortality, and of non-filing for potential benefits or payments. These differentials are of particular importance in the first year of operations of the program. Moreover, the family composition data with respect to these claims are not so satisfactory as would be desired, both because they are limited in volume and because it was necessary to draw them from sources not primarily designed for general statistical purposes.

Nevertheless, the data should be of considerable interest, since, together with corresponding data for 1941 and subsequent years, they will form a basis for studying the extent to which the insurance program meets the needs arising from dependency of family members in at least a segment of the insured population. Moreover, while in many respects the data are less representative of the insured population as a whole than are other available data on urban population, in a few respects they improve upon or supplement these other data. The latter, which include the 1930 census and the family composition data recorded in the National Health Survey of 1935-36,<sup>1</sup> are less recent and less accurately enumerated and are not designed to meet as many of the needed statistical requirements, and they include portions of the urban population who would not come within the protection of the insurance program.

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<sup>1</sup> These family composition data have been presented and analyzed in several articles in the Bulletin. See Sanders, Barkev S., "Family Composition in the United States," Vol. 2, No. 4 (April 1939), pp. 9-13, and related articles in subsequent issues. Only the urban data are used here, since the inclusion of rural data would probably render the study less representative of the population covered by the old-age and survivors insurance program.

During 1940, claims for monthly benefits were awarded to 132,335 retired workers (workers who became entitled to primary benefits) and to 122,649 family members, of whom 42,804 were wives and children of the retired workers and 79,845 were children, widows, or parents of 33,073 deceased insured workers. In addition, claims for lump-sum death payments were awarded with respect to 61,080 insured workers who died in 1940 leaving no survivors immediately eligible for monthly benefits. Summary information on these claims, showing the family classification of the workers and other beneficiaries represented, was carried in the April Bulletin (pp. 86-89). It is now possible to present additional detail on the age and other characteristics of the workers and certain of the family members, including not only some to whom monthly benefits were awarded but also some to whom no monthly benefit awards were made. The data presented here relate only to initial entitlements.<sup>2</sup> They refer to the age, marital status, and other characteristics of the worker and his dependents as of the month when the worker became entitled to primary benefits or died, and make no adjustment for subsequent developments, such as the entitlement of additional family members or changes in marital status or in family composition.

## *Retired Married Male Workers*

Of the 117,433 male workers to whom primary benefits were awarded in 1940, 75 percent were married at the time of entitlement (tables 1 and 3). Of these, 36 percent had wives who became entitled to wife's benefits in the same month, and 6 percent had children who became entitled to child's benefits. The following comparison with 1930 census data shows that the proportion of male retired workers who are married is higher at each age than the corresponding proportion

<sup>2</sup> See the Bulletin, January 1941, p. 68, for definition of initial and subsequent entitlements, and the April 1941 issue, pp. 86-87, for distribution by initial and subsequent entitlement of the family members to whom dependents' or survivors' monthly benefits were awarded in 1940.

among the urban population as a whole in 1930, the difference increasing with age:

Age of worker at last birthday	Married as percent of total	
	Male retired workers	Urban males, 1930 census <sup>1</sup>
65.....	76	73
66.....	76	72
67.....	77	71
68.....	77	70
69.....	77	68
70.....	76	67
71.....	74	65
72.....	73	64
73.....	72	62
74.....	71	60

<sup>1</sup> Interpolation of published figures.

The data of the family composition study show that at these ages the proportions of men in urban areas who were married were only one or two percentage points higher than the proportions in the 1930 census data.<sup>3</sup> It is possible that there was an increase, between 1930 and 1940, in the proportions married at these ages, but such increase could hardly account for the differences between the two columns of percentages shown in the tabulation. Of possibly more importance is the probability that married men are more likely to be employed and insured under the old-age and survivors insurance program than are nonmarried<sup>4</sup> men. As may be seen from the tabulation

<sup>3</sup> For a more detailed comparison of the two sets of data, see Myers, Robert J., and Rasor, Eugene A., "Marital and Parental Status According to Age," *Social Security Bulletin*, Vol. 4, No. 11 (November 1941), p. 8.

<sup>4</sup> Single, widowed, divorced, or of unknown marital status.

on page 23, the proportions of married men among the male deceased insured workers aged 65-74 represented in the claims data were fully as high as the proportions among male retired workers.

Moreover, the relative adequacy of the different benefits available to the worker and his family has probably affected the marital-status distribution of primary beneficiaries. This factor may account for the increasing differential between the two sets of percentages at the higher ages. Most of the wives of married male workers 65 years of age are themselves under 65. On the other hand, the wife of the married male worker over 70 has probably attained age 65. Only a primary benefit is available in the former case, whereas the combination of primary and wife's benefits is available in the latter. In consequence, as compared with that of nonmarried men, the relative incentive to married men to apply for primary benefits increases with increasing age.

A detailed distribution of male married retired workers according to age of wife appears in table 2. That the age of the wife was a significant factor in affecting the probability of retirement of the husband may be seen by comparing data in this table with those derived from the family composition study, assuming the latter study to be fairly representative of insured workers generally in regard to relative ages of husband and wife. No comparable data are available from the 1930 census. About 44 percent of the retired workers

Table 1.—Workers to whom primary benefits were awarded, by age and sex of worker and family classification of beneficiaries<sup>1</sup> initially entitled, 1940

Age <sup>2</sup> at entitlement	All workers	Male workers									Female workers		
		Total	Married					Other <sup>3</sup>			Total	Worker only entitled	Worker and 1 or more children entitled
			Total	Worker only entitled	Worker and wife entitled	Worker and 1 or more children entitled	Worker, wife, and 1 child entitled	Total	Worker only entitled	Worker and 1 or more children entitled			
Total.....	132,335	117,433	87,973	50,909	31,753	5,259	52	29,460	28,881	579	14,902	14,898	4
65.....	46,316	40,402	30,739	22,323	5,827	2,577	12	9,663	9,383	280	5,914	5,912	2
66.....	28,427	24,882	18,816	12,557	4,942	1,303	14	6,066	5,916	150	3,545	3,543	2
67.....	15,699	13,949	10,695	6,423	3,621	643	8	3,254	3,187	67	1,750	1,750	0
68.....	7,271	6,502	4,976	2,592	2,127	249	8	1,526	1,503	23	769	769	0
69.....	5,634	5,038	3,894	1,680	2,078	132	4	1,144	1,127	17	596	596	0
70.....	5,912	5,382	4,099	1,624	2,352	122	1	1,283	1,273	10	530	530	0
71.....	4,482	4,052	2,996	1,001	1,919	74	2	1,056	1,046	10	430	430	0
72.....	3,903	3,577	2,608	801	1,755	51	1	969	956	13	326	326	0
73.....	3,246	2,991	2,139	542	1,567	29	1	852	851	1	255	255	0
74.....	2,744	2,540	1,804	401	1,374	28	1	736	735	1	204	204	0
75-79.....	6,894	6,400	4,229	806	3,380	43	0	2,171	2,164	7	494	494	0
80 and over.....	1,807	1,718	978	159	811	8	0	740	740	0	89	89	0

<sup>1</sup> Including persons to whom wife's or child's benefits were awarded with respect to worker's wages.

<sup>2</sup> Age of worker at last birthday.

<sup>3</sup> Single, widowed, divorced, or of unknown marital status.



(excluding those whose wives' ages were unknown) had wives who were 65 or over, while in the family composition study married men of these ages had wives of 65 or over in only 35 percent of the cases. (Wherever necessary in this article to ensure the validity of comparisons between the two sets of data, age distributions in the family composition data have been standardized to conform to those of the claims data.) As expected, the proportion of husbands whose wives had attained age 65 increases rapidly with increasing age of the husband, as shown below:

Age of husband at last birthday	Workers with wives 65 or over as percent of total	
	Male married retired workers	Married men, family composition study
65 and over.....	44	35
65.....	28	18
66.....	36	26
67.....	42	32
68.....	51	41
69.....	61	46
70-74.....	72	63
75 and over.....	86	81

Relatively, the difference between the two sets of percentages is greatest at the youngest ages. At ages 75 and over, so large a proportion of husbands have wives over 65 that the age of wife is seldom a factor affecting probability of retirement. The percentages of retired workers with wives aged 65 or over may be slightly overstated, since the wives of unknown age, who were excluded in obtaining the percentages, were presumably under 65 in the great majority of cases.

Also, the percentages for retired workers might possibly have been affected by some overstatement of the wife's age, while the percentages for the family composition study probably were affected by understatement of the wife's age.

The greater prevalence of men whose wives are over 65 among the retired workers than among those represented in the family composition study is also revealed by the following comparison of average ages of wives corresponding to given ages of the husband. As before, the data exclude wives of unknown age.

Age of husband at last birthday	Average age of wives at last birthday	
	Retired worker data	Family composition study
65.....	60.5	59.0
66.....	61.3	60.0
67.....	62.2	60.9
68.....	63.1	61.8
69.....	64.2	62.7
70-74 (average age 71.6).....	66.2	65.2
75 and over (average age 77.4).....	70.3	69.6

It is of interest, incidentally, to note the gradual increase, with advancing age of husband, of the average seniority of the husband over his wife. Taking the family composition study data as a basis, as probably the more representative of insured workers as a whole, it may be seen that the average seniority of the husband increases from 6.0 years for husbands aged 65 and 66 to 7.8 years for husbands aged 75 and over. As will be seen later, this increase in average seniority with increasing age of husband is a characteristic in all

Table 2.—Married male workers to whom primary benefits were awarded, by age of worker, age of wife, and entitlement of wife to wife's benefits, 1940<sup>1</sup>

Age of worker at entitlement	All married male workers <sup>1</sup>	Age <sup>2</sup> of wife at worker's entitlement																
		Under 50	50-54	55-59	60	61	62	63	64	Not entitled to wife's benefits	65 and over							
											Entitled to wife's benefits							
											Total	65	66	67	68	69	70-74	75 and over
Total....	87,973	4,188	5,889	10,573	4,329	4,601	5,212	5,798	6,106	5,585	31,805	6,258	5,243	4,341	3,405	2,757	7,534	2,267
65.....	30,739	1,949	2,819	5,113	2,050	2,118	2,271	2,456	2,358	2,250	5,839	1,968	1,277	834	502	390	736	132
66.....	18,816	1,027	1,438	2,621	1,040	1,140	1,281	1,448	1,445	1,376	4,956	1,423	1,208	806	501	299	623	96
67.....	10,695	527	706	1,264	525	558	696	759	852	680	3,629	905	795	676	452	242	472	87
68.....	4,976	199	243	506	207	235	298	295	389	271	2,135	459	432	386	292	206	309	51
69.....	3,894	114	157	266	127	134	186	235	257	211	2,082	368	349	359	297	242	417	50
70-74.....	13,646	322	423	664	313	360	431	510	681	594	8,973	956	978	1,063	1,110	1,074	3,247	545
75-79.....	4,229	40	87	114	58	44	69	84	107	160	3,380	166	184	188	217	266	1,481	878
80 and over....	978	10	16	25	9	12	10	11	17	43	811	13	20	29	34	38	249	428

<sup>1</sup> Data relate to initial entitlements only.

<sup>2</sup> Age at last birthday.

<sup>3</sup> Includes 3,887 workers with wives of unknown age, none of whom became entitled to wife's benefits.

Table 3.—Workers to whom primary benefits were awarded, by marital status, sex, and age, 1940

Sex and age <sup>1</sup> of worker	Total	Married		Single		Widowed		Divorced		Unknown marital status	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Male, total.....	117,433	87,973	74.9	6,183	5.3	20,282	17.3	2,048	1.7	947	0.8
65-69.....	90,773	69,120	76.1	5,233	5.8	13,813	15.2	1,802	2.0	805	.9
70-74.....	18,542	13,646	73.6	671	3.6	3,933	21.2	188	1.0	104	.6
75-79.....	6,400	4,229	66.1	224	3.5	1,870	29.2	50	.8	27	.4
80 and over.....	1,718	978	56.9	55	3.2	666	38.8	8	.5	11	.6
Female, total.....	14,902	2,767	18.6	4,291	28.8	7,185	48.2	486	3.3	173	1.1
65-69.....	12,574	2,587	20.6	3,447	27.4	5,940	47.2	441	3.5	159	1.3
70-74.....	1,745	147	8.4	627	35.9	922	52.9	38	2.2	11	.6
75-79.....	494	29	5.9	186	37.6	269	54.5	7	1.4	3	.6
80 and over.....	89	4	4.5	31	34.8	54	60.7	0	0	0	0

<sup>1</sup> Age last birthday at entitlement.

age groups and results from a number of factors. Perhaps the most important of these is the fact that the older the husband at time of marriage, the greater, on the average, is his seniority.<sup>5</sup> Another reason may be the fact that, for any given age of the husband at time of marriage, the probability that the marriage will be terminated by the death of the wife—if not terminated by divorce or by death of the husband—increases with the wife's age at time of marriage.

The average age of wives who became initially entitled to wife's benefits was 68.5 years at last birthday. The average age of all wives known to be 65 or over, including the 5,585 wives who did not become entitled to wife's benefits, was 68.1 years. The average age of those wives of known ages who were under 65 was 58.3 at last birthday, or almost 59 at nearest birthday, indicating that on the average these wives had about 6 years to wait from the time their husbands became entitled before they themselves could become entitled to wife's benefits. In the case of husbands 65 or over in the family composition study, the wives 65 or over averaged 68.1 years of age at last birthday, and those under 65 averaged 57.6 years. From the close agreement of these averages and those for the retired workers, it may be demonstrated that such differences as are found in the average ages of wives as a whole result from the different percentages of wives under and over 65 in the two sets of data.

Complete information is not available to explain the nonentitlement to wife's benefits of the 5,585 wives who had already attained age 65 when their

<sup>5</sup> This fact is illustrated in an article in the *Statistical Bulletin* of the Metropolitan Life Insurance Company, Vol. 18, No. 5 (May 1937), pp. 5-8; while this article relates to first marriages only, it is not believed that the inclusion of subsequent marriages would have made the tendency less pronounced.

husbands became entitled to primary benefits. Examination of a number of the cases, however, reveals a variety of reasons. In some of these cases the wife did not qualify for wife's benefits because she had not been married to the retired worker before 1939. In some cases the wife was not living with the worker at the time his application for primary benefits was filed. In others, she herself was entitled to a primary benefit equal to, or larger than, one-half her husband's primary benefit; as may be seen from table 3, nearly 3,000 married women became entitled to primary benefits in 1940, and it is believed that a considerable proportion of them were wives of men who were also primary beneficiaries. Other wives who could have become entitled to wife's benefits chose not to file application, because they were earning \$15 or more a month in covered employment or for other reasons. Finally, there were possibly some wives who failed to apply because they were unaware of their rights to benefits; the possibility of such cases has, however, been greatly reduced by efforts of the Board's field offices to apprise potential claimants of their rights under the old-age and survivors insurance provisions.

The proportion of male married retired workers with children entitled to child's benefits decreased steadily from more than 8 percent for workers aged 65 to less than 1 percent for workers aged 75 and over (table 1). These percentages are in approximate accord with trends shown in the family composition study, which are discussed by Myers and Rasor.<sup>6</sup> As their article indicated, a large proportion of the children of men of these older ages are stepchildren or adopted children. That cannot have been the case, however, for the few

<sup>6</sup> Myers, Robert J., and Rasor, Eugene A., op. cit., pp. 9-10.

children of workers aged 78 or over, because those children must have been born after the worker became 60 years of age, and because, under the act, no stepchild or adopted child could qualify as a child of the worker if his relationship to the worker had commenced after the latter had attained age 60.

Although a small number of births to mothers aged 47 or over are reported every year in the United States, it is probable that, in most of the 52 cases in which worker, wife, and child were initially entitled to benefits, the child was not the son or daughter of the wife but was either her stepchild or an adopted child.

A discussion of the number and ages of the children in families with children entitled to child's benefits appears in a later section.

#### Other Retired Workers

In most other respects, the marital-status distributions of male workers shown in table 3 compare reasonably well with available data on marital status for the urban population. The distributions shown for female workers, however, differ considerably from those of the urban female population. They probably reflect rather closely the marital status of women of these ages engaged in covered employment, among whom it would be expected that a larger proportion are single and a smaller proportion married than in the urban population as a whole.

A primary benefit awarded to either a non-married male retired worker or a female retired worker can be supplemented only by child's benefits. In each case the probability of such supplementation is considerably less than in the case of the male married retired worker. More than one-fifth of the nonmarried male retired workers were single, and many of those who were widowed or divorced had been so for so long a time before their entitlement to primary benefits that their children must have attained age 18 prior to their fathers' entitlement. In consequence, only 2 percent of the nonmarried male retired workers had children entitled to child's benefits. Only 4 of the 14,902 female retired workers had children so entitled; few women of 65 or over have children under 18, other than stepchildren or adopted children, and such children as these female workers may have would, in many cases, not be dependent<sup>7</sup> and therefore could not become entitled to child's benefits with respect to their mothers' wages.

#### Married Male Deceased Workers

Of the 84,674 male workers with respect to whose wages claims for survivors' monthly benefits or lump-sum death payments were awarded, 77

<sup>7</sup> Section 202 (c) of the Social Security Act provides that "a child shall be deemed dependent upon a mother, adopting mother, or stepparent . . . only if . . . no parent other than such individual was contributing to the support of such child and such child was not living with its father or adopting father."

Table 4.—Deceased workers on whose wages survivors' monthly benefits or lump-sum death payments were awarded, by age and sex of worker and family classification of beneficiaries initially entitled, 1940

Age <sup>1</sup> at death	All work- ers	Male workers										Female workers			
		Total	Married					Other <sup>2</sup>				Total	1 or more chil- dren en- titled	Either or both parents entitled	No monthly benefici- ary en- titled <sup>3</sup>
			Total	Widow only en- titled	Widow and 1 or more chil- dren en- titled	1 or more chil- dren only en- titled	No monthly benefici- ary en- titled <sup>3</sup>	Total	1 or more chil- dren en- titled	Either or both parents entitled	No monthly benefici- ary en- titled <sup>3</sup>				
Total .....	94,153	84,674	65,323	4,330	23,022	2,540	35,431	19,351	1,919	544	16,888	9,479	518	200	8,761
Under 20 .....	394	315	30	0	13	1	16	285	0	1	284	79	1	0	78
20-24 .....	4,022	3,052	872	0	439	18	415	2,180	22	21	2,137	970	24	2	944
25-29 .....	5,835	4,761	2,576	0	1,635	157	1,084	1,885	110	34	1,741	1,074	79	6	989
30-34 .....	6,611	5,550	3,946	0	2,288	388	1,270	1,604	239	62	1,303	1,061	128	15	918
35-39 .....	7,333	6,314	4,933	1	3,023	526	1,383	1,381	297	100	984	1,019	103	37	879
40-44 .....	8,566	7,538	6,209	1	3,567	520	2,121	1,329	292	111	926	1,028	81	44	903
45-49 .....	11,071	9,938	8,357	10	4,163	440	3,744	1,581	269	98	1,214	1,133	58	38	1,037
50-54 .....	13,019	12,028	10,090	51	3,778	271	5,990	1,938	299	67	1,572	991	33	34	924
55-59 .....	14,000	13,055	10,667	210	2,535	148	7,774	2,388	233	35	2,120	945	10	20	915
60-64 .....	12,587	11,889	9,526	751	1,264	55	7,456	2,363	118	9	2,236	698	1	3	694
65-69 .....	7,635	7,248	5,675	1,841	277	15	3,542	1,573	33	4	1,536	387	0	1	386
70-74 .....	1,984	1,924	1,442	928	29	1	484	482	6	2	474	60	0	0	60
75-79 .....	804	774	528	394	10	0	124	246	1	0	245	30	0	0	30
80 and over .....	292	288	172	143	1	0	28	116	0	0	116	4	0	0	4

<sup>1</sup> Age of worker at last birthday.

<sup>2</sup> Single, widowed, divorced, or of unknown marital status.

<sup>3</sup> Represents workers with respect to whose wages lump-sum death payments were awarded.



percent were married at the time of death (tables 4 and 6). Of these married workers, 54 percent were not survived by either a widow or children who could qualify for survivors' monthly benefits in the month of the worker's death, with the result that only a lump-sum death payment was awarded. In 39 percent of the cases the married worker was survived by children who became entitled to child's benefits, and in all but about one-tenth of these cases the widow also became entitled to either widow's current or widow's benefits. In the remaining 7 percent—4,330 cases—only the widow became entitled to monthly benefits.<sup>8</sup>

Comparison of the proportion of married men among deceased male workers, age by age, with similar data of the 1930 census and the family composition study would indicate that, except at ages 30-49, there were relatively more married men among deceased workers than among the urban population as a whole and that the differences were greatest at the higher ages:

Age of worker at last birthday	Married as percent of total		
	Male deceased workers	Urban males, 1930 census	Family composition study
20-24.....	29	26	22
25-29.....	60	59	59
30-34.....	71	75	76
35-39.....	78	80	82
40-44.....	82	82	84
45-49.....	84	82	84
50-54.....	84	81	83
55-59.....	82	79	81
60-64.....	80	76	78
65-69.....	78	71	73
70-74.....	75	64	65

Distribution into their correct classification of all deceased male workers of unknown marital status would probably have increased significantly the proportion married in the age groups 30-49, since many of the former were fathers of children (see discussion below and table 9).

As in the case of retired male workers, no exact explanation of the differences shown in this comparison can be given. As some studies have indicated a lower mortality for married men than for nonmarried, it might have been expected that

<sup>8</sup> In 93 of these cases widow's current benefits only were awarded; these were cases in which the deceased worker had already attained age 65 and become entitled to primary benefits; since his children had become entitled to child's benefits while the worker was living and continued to be so entitled upon the worker's death, the widow's current benefits were the only benefits awarded as survivor benefits.

among a group of deceased men there would be a smaller proportion married than among a group of living men of like age. On the other hand, a greater probability that married men will be insured undoubtedly tended to raise the percentages of married men among the workers. Another factor may be the greater likelihood that claims will result from the deaths of the married male workers than from those of nonmarried workers. The former generally have more dependents, and their dependents would more probably be able to qualify for survivors' monthly benefits, whereas in general only relatively small lump-sum amounts are payable to survivors of nonmarried male workers.

The proportion of male married workers survived by dependents who could become entitled to survivors' monthly benefits in the month of the worker's death varied considerably with the age of the worker. Such benefits would be payable only if the worker had either an unmarried dependent child under age 18 or a wife aged 65 or over.<sup>9</sup> The probability that a worker will have a child under 18 is greatest at ages 25-49, while the probability that his wife will be 65 or over is not significant until after the worker himself has attained age 65. In consequence, the probability that the married male worker is survived by dependents who become entitled to survivors' monthly benefits increases until about age 40, then decreases to about age 65, and increases again after age 65. The proportion of widows entitled to widow's current benefits varies with the age of the widow (table 5) in much the same manner as the proportion of workers whose widows are so entitled varies with the age of the worker (table 4). These proportions are as follows:

Age of widow (last birthday at death of worker)	Percent of widows entitled to widow's current benefits	Age of widow (last birthday at death of worker)	Percent of widows entitled to widow's current benefits
Under 20.....	45	40-44.....	55
20-24.....	56	45-49.....	42
25-29.....	64	50-54.....	28
30-34.....	65	55-59.....	13
35-39.....	64	60-64.....	3

<sup>9</sup> An aged dependent parent of a deceased male married worker who is not survived by unmarried children under 18 might become entitled to parent's monthly benefits, provided the worker's surviving wife does not qualify as a widow under section 209 (j) of the act. Such cases must have been relatively few in number, and their occurrence has been ignored in the tabulation of claims data by treating as nonmarried all male deceased workers whose parents became entitled to parent's benefits.

The percentages may understate, for many ages, the proportion of widows with unmarried children under 18, since the data do not include cases in which a child but not the widow herself became entitled to benefits. On the other hand, the likelihood that there is less nonfiling of claims when the worker is survived by unmarried children under 18 than when he is not so survived introduces a factor tending to raise the proportion. Despite these limitations, the proportions do indicate the general trend in the probability that widows of various ages will have children under 18. The children, of course, may include stepchildren or adopted children of the worker, or stepchildren of the widow. Despite this fact, the percentage of widows entitled to widow's current benefits drops to about 3 percent for widows aged 60-64,

while practically none of the widows 65 or over had in their care children entitled to child's benefits.

All but about 1 percent of the widows 65 and over became entitled to widow's benefits. Those who did not become so entitled were probably in most cases women who failed to qualify as widows under section 209 (j) of the act or who were not living with their husbands at the time of their husbands' death.

Failure to file claims for potential monthly benefits or lump-sum death payments with respect to the wages of deceased workers was naturally much less dependent upon the relative ages of worker and widow than the factor of nonretirement was upon the relative ages of primary beneficiary and wife. This fact may be seen from the close

**Table 5.—Deceased married male workers on whose wages survivors' monthly benefits or lump-sum death payments were awarded, by age of worker, age of widow, and entitlement of widow to widow's or widow's current benefits, 1940<sup>1</sup>**

Age <sup>2</sup> of worker at death	Age <sup>2</sup> of widow at death of worker												
	Total <sup>3</sup>	Under 20	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74
All deceased married male workers													
Total.....	65,323	416	2,343	3,950	4,717	5,933	7,557	9,364	9,773	8,647	5,930	3,013	978
Under 20.....	30	15	14	0	0	0	0	0	0	0	0	0	0
20-24.....	872	212	536	95	7	1	0	0	0	0	0	0	0
25-29.....	2,876	130	1,169	1,216	200	24	8	0	0	0	0	0	0
30-34.....	3,946	36	375	1,525	1,378	252	43	11	4	3	1	0	0
35-39.....	4,933	10	143	652	1,635	1,587	374	51	18	7	2	0	1
40-44.....	6,209	6	54	258	791	2,047	2,028	446	112	23	6	0	1
45-49.....	8,357	4	28	101	392	1,106	2,676	2,841	635	122	27	9	0
50-54.....	10,090	1	10	50	174	535	1,454	3,380	3,256	736	158	39	11
55-59.....	10,667	2	9	33	88	246	651	1,726	3,578	3,236	686	167	42
60-64.....	9,526	0	4	14	35	107	227	678	1,603	3,244	2,748	624	116
65-69.....	5,675	0	1	6	16	20	84	185	487	1,108	1,946	1,506	243
70-74.....	1,442	0	0	0	1	8	8	33	55	123	272	539	342
75-79.....	528	0	0	0	0	0	3	10	21	32	66	104	178
80 and over.....	172	0	0	0	0	0	1	3	4	2	18	25	40
Deceased married male workers whose widows became entitled to widow's or widow's current benefits <sup>4</sup>													
Total.....	27,352	187	1,321	2,518	3,079	3,775	4,162	3,976	2,711	1,166	155	2,977	963
Under 20.....	13	9	4	0	0	0	0	0	0	0	0	0	0
20-24.....	439	96	292	49	2	0	0	0	0	0	0	0	0
25-29.....	1,635	51	680	776	114	10	2	0	0	0	0	0	0
30-34.....	2,288	17	221	1,014	888	132	11	1	0	0	0	0	0
35-39.....	3,024	7	77	412	1,175	1,116	204	16	5	1	0	0	1
40-44.....	3,568	4	27	154	524	1,366	1,238	213	28	2	0	0	1
45-49.....	4,173	2	11	54	216	697	1,542	1,367	229	31	4	7	4
50-54.....	3,829	0	4	30	97	288	750	1,427	1,005	159	9	39	11
55-59.....	2,745	1	3	16	45	115	284	649	934	456	24	161	41
60-64.....	2,015	0	2	9	14	44	97	228	403	279	85	616	114
65-69.....	2,118	0	0	4	4	5	29	63	91	128	29	1,489	238
70-74.....	957	0	0	0	0	2	3	10	10	7	4	538	335
75-79.....	404	0	0	0	0	0	1	2	5	3	0	103	178
80 and over.....	144	0	0	0	0	0	1	0	1	0	0	24	40

<sup>1</sup> Data relate to initial entitlements only.

<sup>2</sup> Age at last birthday.

<sup>3</sup> Includes 2,396 workers with widows of unknown age, 56 of whom became entitled to widow's current benefits but none of whom became entitled to widow's benefits.

<sup>4</sup> All the widows under age 65 included here and 3 of those aged 65-69 became entitled to widow's current benefits; the remainder of the widows aged 65 or over became entitled to widow's benefits.

agreement between average ages of the widows of the deceased workers and average ages derived from the family composition study:

Age group of husband <sup>1</sup>	Average age of husband <sup>1</sup>	Average age of wives <sup>1</sup>	
		Deceased worker data <sup>2</sup>	Family composition study
20-24.....	22.8	21.5	21.3
25-29.....	27.2	24.9	25.0
30-34.....	32.1	29.3	29.2
35-39.....	37.1	33.8	33.6
40-44.....	42.1	38.7	38.4
45-49.....	47.1	43.5	42.9
50-54.....	52.1	48.1	47.6
55-59.....	57.0	52.5	52.1
60-64.....	61.9	57.0	56.5
65-69.....	66.7	61.0	60.6
70-74.....	71.3	65.4	64.9
75 and over.....	77.9	69.6	69.9

<sup>1</sup> At last birthday.

<sup>2</sup> Excludes cases in which the age of the widow was unknown. It is believed that this exclusion does not affect the averages significantly.

This tabulation clearly indicates that the average seniority of the husband increases steadily with advancing age of the husband. The reasons for this increase have been indicated. Since the probability of a worker's having children under 18

is so largely dependent upon the age of his wife, it was to be expected that the average age of widows corresponding to each given age group of deceased workers would vary somewhat as between widows entitled to widow's current benefits and other widows. This variation becomes significant with respect to workers over age 40. With respect to workers aged 65-69, for example, the average age of all widows, regardless of type of claim awarded, was 61 years, but the average age of widows who were entitled to widow's current benefits was only 52 years.

### Other Deceased Workers

Corresponding to the fact that the proportions of married men among the male deceased workers are generally higher than in the urban male data of the 1930 census, the proportions of single men and widowers (table 6) are generally lower. On the other hand, the proportions divorced are appreciably greater than among the urban males in the 1930 census. It is expected, however, that the 1940 census data will also show higher proportions of divorced than did the 1930 data; it is

Table 6.—Deceased workers on whose wages survivors' monthly benefits or lump-sum death payments were awarded, by marital status, sex, and age, 1940

Sex and age <sup>1</sup>	Total	Married		Single		Widowed		Divorced		Unknown marital status	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Male, total.....	84,674	65,323	77.2	9,682	11.4	5,100	6.0	2,097	2.5	2,472	2.9
Under 20.....	315	30	9.5	282	89.5	0	0	0	0	3	1.0
20-24.....	3,052	872	28.6	2,088	68.4	13	.4	21	.7	58	1.9
25-29.....	4,761	2,876	60.4	1,606	33.7	33	.7	81	1.7	165	3.5
30-34.....	5,550	3,946	71.1	1,090	19.6	53	1.0	185	3.3	276	5.0
35-39.....	6,314	4,933	78.1	757	12.0	76	1.2	187	3.0	361	5.7
40-44.....	7,538	6,209	82.4	616	8.2	147	1.9	203	2.7	363	4.8
45-49.....	9,938	8,357	84.1	667	6.7	266	2.7	287	2.9	361	3.6
50-54.....	12,028	10,090	83.9	606	5.8	548	4.5	324	2.7	370	3.1
55-59.....	13,055	10,667	81.7	819	6.3	926	7.1	348	2.7	295	2.2
60-64.....	11,889	9,526	80.1	633	5.3	1,306	11.0	270	2.3	154	1.3
65-69.....	7,248	5,675	78.3	320	4.4	1,054	14.5	150	2.1	49	.7
70-74.....	1,924	1,442	74.9	69	3.6	375	19.5	27	1.4	11	.6
75-79.....	774	528	68.2	30	3.9	201	26.0	12	1.5	3	.4
80 and over.....	288	172	59.7	9	3.1	102	35.4	2	.7	3	1.1
Female, total.....	9,479	3,984	42.0	2,869	30.3	1,300	13.7	640	6.8	686	7.2
Under 20.....	79	13	16.5	64	81.0	0	0	0	0	2	2.5
20-24.....	970	331	34.1	583	60.1	15	1.6	14	1.4	27	2.8
25-29.....	1,074	546	50.9	388	36.1	24	2.2	47	4.4	69	6.4
30-34.....	1,061	556	52.4	283	26.7	44	4.2	62	5.8	116	10.9
35-39.....	1,019	524	51.4	223	21.9	65	6.4	76	7.5	131	12.8
40-44.....	1,028	518	50.4	204	19.8	93	9.0	90	8.8	123	12.0
45-49.....	1,133	509	44.9	251	22.2	162	14.3	111	9.8	100	8.8
50-54.....	991	404	40.8	247	24.9	178	18.0	97	9.8	65	6.5
55-59.....	945	302	32.0	249	26.3	291	30.8	67	7.1	36	3.8
60-64.....	698	194	27.8	217	31.1	230	32.9	48	6.9	9	1.3
65-69.....	387	75	19.4	132	34.1	149	38.5	24	6.2	7	1.8
70-74.....	60	9	15.0	17	28.3	31	51.7	3	5.0	0	0
75-79.....	30	3	10.0	10	33.3	16	53.4	1	3.3	0	0
80 and over.....	4	0	0	1	25.0	2	50.0	0	0	1	25.0

<sup>1</sup> Age last birthday at death.



**Table 7.—Deceased nonmarried<sup>1</sup> male workers on whose wages lump-sum death payments were awarded, by age of worker and relationship of known survivors, 1940**

Age <sup>2</sup> of worker	Workers survived by—					
	Total	1 or more children <sup>3</sup>	No children <sup>3</sup> but by—			No known children <sup>3</sup> or parents
			Male parents	Female parents	Both parents	
Total.....	16,888	63	940	2,241	3,674	9,970
Under 20.....	284	0	17	47	215	5
20-24.....	2,137	2	198	400	1,432	105
25-29.....	1,741	3	187	424	983	144
30-34.....	1,303	10	167	383	510	233
35-39.....	984	12	117	274	250	331
40-44.....	926	7	91	205	129	494
45-49.....	1,214	10	68	185	75	876
50-54.....	1,572	10	52	149	43	1,318
55-59.....	2,120	2	30	115	22	1,951
60-64.....	2,236	5	12	46	12	2,161
65-69.....	1,536	2	1	12	2	1,519
70-74.....	474	0	0	1	1	472
75-79.....	245	0	0	0	0	245
80 and over.....	116	0	0	0	0	116

<sup>1</sup> Single, widowed, divorced, or of unknown marital status.

<sup>2</sup> Age last birthday at death.

<sup>3</sup> Represents unmarried children under age 18 who did not come within the definition of the term "child" or were not, by definition, dependent on worker at time of his death. No lump-sum death payment could be awarded if an unmarried dependent child under age 18 survived the worker. However, workers represented in any column of this table may have been survived by children aged 18 or over or by married children under age 18.

also probable that census data generally understate the proportion divorced. The relative frequencies of the various marital-status groups may be distorted somewhat by the large proportion of workers of unknown marital status. As will be shown later, a large proportion of the workers of unknown marital status had children and were married, widowed, divorced, or separated. Generally, separated workers were tabulated as married, but it is believed that many of those of unknown status were actually separated and should also have been tabulated as married.

As in the case of female primary beneficiaries, the marital-status distribution of deceased female workers is more nearly a reflection of the distribution of females in covered employment than of urban females generally.

Survivorship by dependents who can become entitled to monthly benefits is much less common among deceased nonmarried male or deceased female workers than among deceased married male workers. Married men are naturally much more likely to have unmarried children under 18 who are dependent upon them. Moreover, if they are fully insured, their widows, if over 65, may become entitled to monthly benefits even when they have no children who can be entitled to child's

benefits. On the other hand, parent's benefits may be awarded with respect to a deceased nonmarried male worker or a deceased female worker who is not survived by unmarried children under 18, but only if the parent has been wholly dependent upon the worker and has attained age 65. Child's benefits were awarded with respect to 10 percent of the nonmarried male workers and about 5 percent of the female workers, and parent's benefits were awarded with respect to about 3 percent of the nonmarried male workers and about 2 percent of the female workers (table 4). In the remaining cases, lump-sum death payments were awarded. The proportion of the nonmarried male workers with respect to whose wages child's benefits were awarded was highest—22 percent—for workers in the age groups 35-39 and 40-44. The latter age group had also the highest proportion of workers—about 8 percent—with respect to whose wages parent's benefits were awarded; parents of workers in the younger age groups were less likely to have attained age 65, while the parents of workers in the older age groups were less likely to have survived.

A more complete account of the survivorship of the nonmarried deceased male workers by their parents (including, in some cases, stepparents and adopting parents) may be obtained by referring to table 7 as well as to table 4. A total of 17,369 such workers (544 shown in table 4 and 16,825 in table 7) were not survived by any known unmarried children under age 18, and, of these, 7,399 or 43 percent were survived by at least one parent. It is estimated that about 3,800 or roughly 22 percent were survived by both parents. The proportions of nonmarried male workers in each age group survived by at least one or by both parents are as follows:

Age of worker at last birthday	Percent of workers survived by—	
	At least 1 parent	Both parents <sup>1</sup>
Under 20.....	98	76
20-24.....	95	67
25-29.....	92	56
30-34.....	83	39
35-39.....	69	29
40-44.....	52	14
45-49.....	33	7
50-54.....	19	
55-59.....	9	
60-64.....	4	
65-69.....	1	( <sup>2</sup> )
70 and over.....	( <sup>2</sup> )	( <sup>2</sup> )

<sup>1</sup> Partly estimated.

<sup>2</sup> Less than 0.5 percent.

Table 8.—Number of workers on whose wages primary and child's benefits were awarded, and number and average age of children<sup>1</sup> of these workers, by sex, age, and marital status of worker, 1940<sup>2</sup>

Sex and age <sup>3</sup> of worker	Marital status of worker														
	Total			Married			Widowed			Divorced			Unknown		
	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>
Male, total.....	5,890	9,767	12.8	5,311	8,907	12.7	464	698	13.9	83	121	13.3	32	41	13.7
65-69.....	5,487	9,081	12.8	4,950	8,287	12.7	430	643	13.9	79	117	13.3	28	34	13.6
70-74.....	345	584	12.8	310	532	12.7	28	44	13.6	4	4	14.0	3	4	14.0
75-79.....	50	85	13.1	43	71	12.8	6	11	15.0	0	0	-----	1	3	13.8
80 and over.....	8	17	11.9	8	17	11.9	0	0	-----	0	0	-----	0	0	-----
Female, total (65-69).....	4	9	11.6	1	1	16.0	3	8	11.1	0	0	-----	0	0	-----

<sup>1</sup> Unmarried children under age 18 regardless of entitlement to child's benefits.

<sup>2</sup> Data relate to initial entitlements only and include 52 cases in which wife's benefits as well as primary and child's were awarded.

<sup>3</sup> Age last birthday at worker's entitlement to primary benefits.

It is of interest that three workers aged 70 or over were each survived by one parent, and a fourth by both parents.

That only about 5 percent of the surviving parents became initially entitled to parent's benefits arises from the fact that the parent must not only have been wholly dependent on and supported by the worker at the time of the work-

er's death but he must also have attained age 65. About 60 percent of the surviving parents were parents of workers who died before attaining age 30, and probably only a small proportion of these parents had then reached age 65. In cases in which the worker had reached 45 before he died, it can be assumed that practically all the surviving parents had attained age 65, and in more than

Table 9.—Number of deceased workers on whose wages child's benefits were awarded, and number and average age of children<sup>1</sup> of these workers, by sex, age, and marital status of worker, 1940<sup>2</sup>

Sex and age <sup>3</sup> of worker	Marital status of worker														
	Total			Married			Widowed			Divorced			Unknown		
	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>	Number of workers	Number of children <sup>1</sup>	Average age <sup>3</sup> of children <sup>1</sup>
Male, total.....	27,481	54,735	10.0	25,562	51,458	9.9	211	381	11.9	272	422	10.6	1,436	2,474	11.6
Under 20.....	14	14	.5	14	14	.5	0	0	-----	0	0	-----	0	0	-----
20-24.....	479	641	1.7	457	615	1.7	1	1	1.0	5	6	2.8	16	19	1.8
25-29.....	1,902	3,223	3.4	1,792	3,061	3.3	6	11	6.5	16	26	5.4	88	125	4.4
30-34.....	2,915	5,853	5.9	2,676	5,489	5.8	12	20	8.1	57	80	7.7	170	264	8.2
35-39.....	3,846	8,732	8.5	3,549	8,164	8.3	16	38	10.4	58	92	10.3	223	438	10.9
40-44.....	4,379	10,091	10.4	4,087	9,519	10.3	29	64	11.0	56	100	12.1	207	408	11.9
45-49.....	4,872	10,111	11.5	4,603	9,633	11.4	32	57	12.8	35	59	13.3	202	362	13.0
50-54.....	4,348	8,270	12.3	4,049	7,759	12.2	45	77	12.9	22	31	13.1	232	403	13.5
55-59.....	2,916	5,017	12.9	2,683	4,653	12.8	36	63	12.4	13	18	12.5	184	283	13.9
60-64.....	1,437	2,251	13.2	1,319	2,067	13.2	24	39	14.2	5	5	14.5	89	140	13.6
65-69.....	325	471	13.0	292	431	12.9	8	9	13.5	5	5	15.0	20	26	14.3
70 and over.....	48	61	13.7	41	53	13.5	2	2	16.5	0	0	-----	5	6	14.5
Female, total.....	518	772	11.4	46	74	9.1	77	120	12.8	32	46	11.8	363	532	11.3
Under 20.....	1	1	0.0	0	0	-----	0	0	-----	0	0	-----	1	1	0
20-24.....	24	32	4.4	3	5	2.9	1	2	5.5	1	1	1.0	19	24	4.7
25-29.....	79	112	7.0	12	19	6.1	8	11	6.5	5	7	7.6	54	75	7.2
30-34.....	128	190	10.4	20	29	10.2	12	22	10.5	7	10	11.3	89	129	10.3
35-39.....	103	168	12.7	3	8	12.2	20	31	13.6	8	15	12.3	72	114	12.5
40-44.....	81	127	13.6	5	9	10.5	10	15	14.2	6	8	15.3	60	95	13.6
45-49.....	58	91	13.8	2	3	13.8	14	24	15.1	3	3	12.5	39	61	13.3
50 and over.....	44	51	14.9	1	1	10.0	12	15	14.8	2	2	15.5	29	33	15.0

<sup>1</sup> Unmarried children under age 18 regardless of entitlement to child's benefits.

<sup>2</sup> Data relate to initial entitlements only and include cases in which both

widow's current (or widow's) and child's benefits were awarded as well as those in which child's benefits only were awarded.

<sup>3</sup> Age last birthday at worker's death.

one-fifth of these cases one parent at least did become entitled to parent's benefits.

Although data of similar detail are not available for female workers with respect to whose wages lump-sum death payments were awarded, it was found that of 8,761 such workers 12 percent had unmarried children under 18 who were not dependent upon them; for nonmarried male workers, by contrast, the proportion was less than 0.4 percent. To a large extent, this situation arises from the fact that many of the female workers were married, and the conditions under which, by definition, a child may be deemed dependent on its mother are not met when the child and both its parents have been living in the same household.

### Children in Families of Retired and Deceased Workers

Supplementary data on workers with respect to whose wages claims for child's benefits were awarded in 1940 are presented in tables 8-11. It should be noted that these data relate only to workers with at least one child entitled to child's benefits. However, the data include all unmarried children under 18 of such workers, whether or not they became entitled to child's benefits. Thus, there were 5,894 primary beneficiaries each having at least one child entitled to child's benefits. These workers had 9,776 unmarried children under age 18 (table 8), of whom 8,204 became entitled to child's benefits. The remaining 1,572 children, while coming from families in which some children were entitled to child's benefits, did not become entitled themselves, probably because it was not deemed advantageous to file application in their behalf or because they did not meet the conditions of dependency prescribed in the act. Similarly, there were 27,999 deceased workers each of whom was survived by at least one child who became entitled to child's benefits. These workers had 55,507 unmarried children under 18 (table 9), of whom 50,730 became entitled to child's benefits.<sup>10</sup>

The workers represented in tables 8-11 include all but a very small proportion of the total number of workers (tables 1 and 4) who had unmarried children under 18. So far as can be ascertained, there were but 2,530 workers, of whom 1,212 were retired and 1,318 were deceased, who had unmarried children under 18 none of whom became entitled to child's benefits. These deceased workers,

<sup>10</sup> See the Bulletin, April 1941, p. 87, table 3.

Table 10.—Married male workers on whose wages primary and child's benefits were awarded, by number of children<sup>1</sup> and age of worker, and total number of children, by age of worker, 1940<sup>2</sup>

Age <sup>3</sup> of worker	Total workers	Number of workers with—					Total children <sup>1</sup>
		1 child <sup>1</sup>	2 children <sup>1</sup>	3 children <sup>1</sup>	4 children <sup>1</sup>	5 or more children <sup>1</sup>	
Total...	5,311	3,260	1,237	423	219	172	8,907
65-69.....	4,950	3,048	1,153	388	200	161	8,287
70-74.....	310	187	68	26	18	11	532
75-79.....	43	23	13	6	1	0	71
80 and over....	8	2	3	3	0	0	17

<sup>1</sup> See table 8, footnote 1.

<sup>2</sup> See table 8, footnote 2.

<sup>3</sup> See table 8, footnote 3.

the majority of whom were married women, were in practically every case workers whose only unmarried children under 18 did not meet the required dependency conditions. On the other hand, the retired workers, most of whom were married men, included a considerable number whose children did meet these conditions and could have become entitled to child's benefits, but no application was made in their behalf. These cases were generally in families which had only one or two children under 18, and these were usually children 16 or 17 years of age and either out of school or earning \$15 or more a month in covered employment; to have filed application in their behalf would have been to no purpose, since the entitlement of these children would not result in an increase in benefits payable to the family. The exclusion from tables 8 and 10 of the many families of this type probably results in a disproportionately large weighting of the figures in favor of families with a considerable number of children whose average ages were several years below 18.

Including these 2,530 workers, the percentages of all workers in each sex and marital-status group with unmarried children under age 18 are as follows:

Sex and marital status	Percent of retired workers	Percent of deceased workers
Male:		
Married.....	7.2	39.5
Widowed.....	2.8	4.4
Divorced.....	5.2	14.3
Unknown status.....	6.5	59.0
Female:		
Married.....	.5	24.9
Widowed.....	.2	7.2
Divorced.....	0	9.8
Unknown status.....	0	58.0



Table 11.—*Deceased married male workers on whose wages child's benefits were awarded, by number of children<sup>1</sup> and age of worker, and total number of children, by age of worker, 1940<sup>2</sup>*

Age <sup>3</sup> of worker	Total workers	Number of workers with—					Total children <sup>1</sup>
		1 child <sup>1</sup>	2 children <sup>1</sup>	3 children <sup>1</sup>	4 children <sup>1</sup>	5 or more children <sup>1</sup>	
Total.....	25,562	11,828	7,236	3,453	1,595	1,450	51,458
Under 20.....	14	14	0	0	0	0	14
20-24.....	457	335	93	22	7	0	615
25-29.....	1,792	955	530	228	50	29	3,061
30-34.....	2,676	1,077	886	406	180	127	5,489
35-39.....	3,549	1,246	1,105	614	299	285	8,164
40-44.....	4,087	1,457	1,241	682	330	377	9,519
45-49.....	4,603	2,021	1,320	623	340	299	9,633
50-54.....	4,049	2,078	1,048	485	226	212	7,759
55-59.....	2,683	1,551	662	264	118	88	4,653
60-64.....	1,319	860	288	104	37	30	2,067
65-69.....	292	202	57	22	8	3	431
70 and over.....	41	32	6	3	0	0	53

<sup>1</sup> See table 9, footnote 1.  
<sup>2</sup> See table 9, footnote 2.  
<sup>3</sup> See table 9, footnote 3.

These proportions should be interpreted in the light of the age distributions of workers involved (see tables 3, 6, 8, and 9). For example, it may be seen that, age group by age group, the percentages of widowed male deceased workers with children who became entitled to child's benefits did not differ greatly from the corresponding percentages of divorced male deceased workers. Since, however, the divorced workers were concentrated at younger ages than were the widowed workers, the over-all proportion of divorced workers with chil-

dren was about three times as great as that of widowed workers.

The high proportion of deceased workers of unknown marital status who had unmarried children under 18 arises from the fact that, when the only application with respect to the wages of a deceased worker was for child's benefits, it was often impossible to determine conclusively the marital status of the worker from the application form. Most of the cases classified in table 6 as of unknown marital status arose from this situation.

For the group of male married deceased workers, which is large and embraces a wide range of ages, it is of interest to compare the data on the proportion of workers with children, average number of children, distribution by number of children, and average age of children, with corresponding data derived from the family composition study.<sup>11</sup> Such comparisons show close resemblance in most respects (table 12).

The most significant difference is the fact that, except at ages under 30, the claims data show a smaller proportion of individuals with children than does the family composition study. The reasons for this difference are not exactly known, but it is believed that the deceased workers represented in the claims data are not entirely representative of the urban population. Furthermore, it is probable that married workers with children are subject to a lower rate of mortality

<sup>11</sup> See also Myers, Robert J., and Rasor, Eugene A., op. cit., pp. 9-10.

Table 12.—*Deceased married male workers on whose wages survivors' monthly benefits or lump-sum death payments were awarded in 1940, and married male family heads in the family composition study;<sup>1</sup> proportion of each group with children<sup>2</sup> under age 18, average number of children, distribution by number of children, and average age of children, by age of worker or family head*

Age <sup>3</sup> of worker or fam- ily head	Number of—		Percent with children <sup>1</sup>		Workers and family heads with 1 or more children <sup>1</sup>									
	Deceased workers	Fam- ily heads	Deceased workers	Fam- ily heads	Average number of children of—		Percent with—						Average age <sup>2</sup> of children of—	
							1 child		2 children		3 or more children			
					Deceased workers	Family heads	Deceased workers	Family heads	Deceased workers	Family heads	Deceased workers	Family heads	Deceased workers	Family heads
					Deceased workers	Family heads	Deceased workers	Family heads	Deceased workers	Family heads	Deceased workers	Family heads	Deceased workers	Family heads
20-24.....	872	22,561	52	46	1.3	1.3	74	76	20	19	6	5	1.7	1.6
25-29.....	2,876	60,603	62	59	1.7	1.6	53	58	30	29	17	13	3.3	3.3
30-34.....	3,946	72,013	68	70	2.1	1.9	40	44	33	33	27	23	5.8	5.5
35-39.....	4,933	80,492	72	74	2.3	2.3	35	34	31	33	34	33	8.3	8.2
40-44.....	6,209	78,341	66	72	2.3	2.4	36	33	30	31	34	36	10.3	10.1
45-49.....	8,357	70,051	55	62	2.1	2.3	44	40	29	28	27	32	11.4	11.2
50-54.....	10,090	57,086	40	46	1.9	2.0	51	48	26	26	23	26	12.2	12.1
55-59.....	10,667	40,333	25	31	1.7	1.8	55	56	25	24	17	20	12.8	12.7
60-64.....	9,526	30,090	14	17	1.6	1.7	65	62	22	22	13	16	13.2	13.1
65-69.....	5,675	20,690	5	9	1.5	1.6	69	65	20	21	11	14	12.9	13.0

<sup>1</sup> See text, footnote 1.

<sup>2</sup> Includes all unmarried children under age 18 of deceased workers with at least one child entitled to child's benefits, and all children under age 18 who

were included as regular household members in the family composition study.

<sup>3</sup> Age at last birthday.

than are those without children and are therefore less likely to be included in a group of deceased workers. Long-range trends in birth rates may also have affected the comparisons.

Moreover, it should be remembered that the comparatively small volume of data on deceased workers permits a degree of error in the derived averages and distributions; the family composition study, on the other hand, was the result of less exact methods of enumeration, and it included foster children (not legally adopted) as children of the family head while it excluded many children living away from home. The data in table 12 on deceased workers with children are subject to

the same exclusions as are the data in tables 9 and 11; these exclusions, however, probably have no significant effect. It is of interest to note that in families of male married primary beneficiaries aged 65-69 with children entitled to child's benefits, the average number of children per worker was 1.7 as compared with 1.5 for deceased workers of the same age, and the average age of children was 12.7 as compared with 12.9 for children of deceased workers. Though these differences are slight, they probably result from the exclusion from the retired-worker data of many cases in which there were only one or two children in the family and these children just under age 18.

# PUBLIC ASSISTANCE

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OPERATING STATISTICS AND ANALYSIS AND SOCIAL STATISTICS AND RESEARCH

## Payments in Cash and in Kind Under the General Relief Program, 1940-41

The purpose of general relief is to enable recipients to obtain food, clothing, shelter, household supplies, and other necessities for which their income is insufficient. Sometimes relief is given in cash with which the recipient can purchase these items. Frequently, relief is given "in kind" by issuing orders on vendors, landlords, and utility companies, or by direct distribution of commodities from public commissaries. Often recipients get both forms of relief simultaneously.

Until the early 1930's most States gave relief only in kind, on the theory that bulk purchase of commodities by the agency was the more economical method or that needy persons would not spend money for the purposes for which it was granted. When relief is given in kind, often the types of commodities provided and the establishments where they are to be obtained are specified by the agency. Use of judgment by the recipients is accordingly restricted. In the past decade, public attitudes toward needy persons have become more liberal, but most States continue to give payments in kind either in lieu or in supplementation of cash.

Cash relief is predicated on the theory that needy persons, like others, should be free to determine their living habits with a minimum of governmental supervision. This philosophy was not generally accepted by relief agencies prior to the widespread economic depression of the 1930's. During the period May 1933-December 1935, however, when Federal grants-in-aid were made for general relief, cash payments assumed increasing importance in all general relief expenditures. In May 1934, less than half the general relief in the continental United States was in cash, but by May 1935 the proportion of cash relief was more than two-thirds. Contraction of the emergency work relief program and the transfer of cases to the Work Projects Administration caused the proportion of cash relief to decline during the latter half of 1935 to 46 percent in December. The

change in programs more than offset the fact that cash relief had been increasing in proportion to all relief excluding work relief—from 9 percent in May 1934 to 45 percent in December 1935.<sup>1</sup>

In the fiscal year 1940-41, cash relief represented 55 percent of all general relief expenditures, including work relief, in 37 States for which statistical data are available. The percent in the continental United States probably was smaller, since, of the 12 States<sup>2</sup> for which statistical data are not available, 9 made the greater number of relief payments in kind. In this year these 9 States gave about 47 percent of all general relief in the continental United States.

The relative importance of payments in cash and in kind varies among the States. During the fiscal year ended June 30, 1941, relief in cash predominated in 21 States and relief in kind in 28. The distribution of payments in cash and in kind for 37 States is shown in table 1. Data are not available to determine the relationship, if any, between the predominance of payments in cash or in kind in any State and the State's level of assistance under the general relief program. Among the 10 States paying 90 percent or more of assistance in cash are found 3 of the 5 States with average payments per case of more than \$24 in June 1941 and 4 of the 11 States with averages below \$10.

Statistical data on general relief reported by State agencies to the Social Security Board do not include the value of Federal surplus commodities issued to general relief cases. Many States give a large proportion of general relief payments in

<sup>1</sup> Baird, Enid, *Average General Relief Benefits, 1933-1938*, Works Progress Administration, Divisions of Research and Statistics, 1940, p. 7.

<sup>2</sup> For information on 12 States which did not report statistical data in 1940-41 on distribution of payments in cash and in kind, see Bucklin, Dorothy R., and Teske, Alden J., "The Administration of General Relief in the States During 1940," *Social Security Bulletin*, Vol. 4, No. 3 (March 1941), p. 35. This information is considered to represent State practice in 1940-41 as well as 1940. Of the 12 States not reporting statistical data, Georgia, Oklahoma, and Tennessee gave the greater number of relief payments in cash; in Delaware, Florida, Kentucky, Maine, Mississippi, New Hampshire, New York, Ohio, and Texas, payments in kind predominated.



cash and supplement these payments with relief in kind under the Federal surplus commodity program. It is probable, therefore, that in some States where cash appears to predominate, recipients actually receive the larger part in kind.

The available data indicate that cash relief is more likely to predominate in States which have broken away from the poor-law tradition of exclusively local responsibility for the administration of general relief and have set up new relief agencies. Prior to the establishment of the Federal Emergency Relief Administration, few States participated in the administration of general relief. Under the FERA, however, State emergency relief administrations were set up to supervise local administration of Federal and State funds. In the years following the withdrawal of the Federal Government from general relief, many States also withdrew from participation in the administration of the program and reverted to the poor-law practice of local and family responsibility for relief to needy persons. Other States, however, retained

the degree of State participation established under the FERA or set up new State-supervised relief programs. In these States, a large part of general relief is financed from State funds, and central agencies hold considerable supervisory or administrative power over local administration of the general relief program.<sup>3</sup>

Where relatively strong central agencies have been established and where the amount of State financial participation in general relief is comparatively large, cash payments tend to be the predominant form of relief. In most States where local autonomy is strongest and where the greater part of relief is paid from local funds, payments in kind tend to predominate.

Of the 18 States in which cash payments were the only or the predominant type of relief during the fiscal year 1940-41, central State agencies maintain fairly close supervision over local administration of general relief in all but one—Massachusetts. State law or regulation requires or recommends cash relief in 11<sup>4</sup> of these 18 States. In Montana cash is recommended except when relief in kind will meet needs more adequately, and in Rhode Island cash is required for work relief.

Among the 19 States in which all or the greater part of relief was in kind, only 7<sup>5</sup> have fairly sustained State supervision. In 3 of these 7 States—Iowa, Missouri, and New Mexico—payments in kind for the amount of State funds are required by State law or regulation. The central State agency which supervises general relief in the State of Washington recommends that cash payments be made to employable persons and payments in kind to unemployable persons; payments in kind predominate because the State since early in 1939 has made an effort to remove employable persons from the rolls. More than half the relief given in Kansas was in kind despite the State's recommendation that relief be given in cash. In North Dakota and Oregon, the other 2 States with close State supervision, the State makes no recommendation as to the form of relief.

All 4 States<sup>6</sup> in which general relief was financed

**Table 1.—General relief: Total assistance payments and percent of total payments made in cash in 37 States, July 1940–June 1941**

Percent of total amount of general relief given in cash	State	Total cash and kind payments <sup>1</sup>	Total cash payments	
			Amount	Percentage distribution
0.0–100.0	37 States <sup>2</sup>	\$213,581,636	\$118,040,689	100.0
90.0–100.0	Alabama, Arkansas, District of Columbia, Louisiana, Maryland, Pennsylvania, Rhode Island, South Carolina, Utah, and Virginia <sup>3</sup>	55,534,688	52,745,502	44.7
80.0–89.9	Arizona, California, West Virginia, and Wyoming <sup>4</sup>	30,997,754	26,308,366	22.3
70.0–79.9	Idaho <sup>5</sup>	513,441	370,865	.3
60.0–69.9	Colorado and Massachusetts <sup>6</sup>	18,276,717	12,350,442	10.5
50.0–59.9	Montana	717,936	375,428	.3
40.0–49.9	Illinois and Washington	43,080,383	17,600,015	14.9
30.0–39.9	Kansas, Michigan, and Nevada	15,179,291	5,582,374	4.7
20.0–29.9	North Carolina, North Dakota, and Oregon <sup>7</sup>	2,530,965	646,953	.6
10.0–19.9	Connecticut	4,202,913	750,778	.6
0.0–9.9	Indiana, Iowa, Minnesota, Missouri, Nebraska, New Jersey, New Mexico, South Dakota, Vermont, and Wisconsin	42,577,548	1,309,966	1.1

<sup>1</sup> Represents obligations incurred from State and local funds for payments in cash and in kind; excludes payments for medical care, hospitalization, and/or burial. Allowances for medical care and hospitalization included in cash payments are not excluded. Also excludes cost of administration, of materials, equipment, and other items incident to operation of work relief programs, and of special programs.

<sup>2</sup> Includes only States for which distribution of data is available. Distribution is not available for Delaware, Florida, Georgia, Kentucky, Maine, Mississippi, New Hampshire, New York, Ohio, Oklahoma, Tennessee, and Texas.

<sup>3</sup> Excludes relief given by local officials in Rhode Island.

<sup>4</sup> Data for California for June 1941 partly estimated.

<sup>5</sup> Data for 1940. Amount expended for payments in kind by county commissioners not available for 1941.

<sup>6</sup> Data for Massachusetts and North Carolina estimated for July and August 1940.

<sup>7</sup> For data on State organization for the administration of general relief, see the Bulletin, March 1941, pp. 32-36.

<sup>8</sup> Alabama, Arkansas, Idaho, Louisiana, Maryland, Montana, Pennsylvania, Rhode Island, South Carolina, Virginia, and Wyoming.

<sup>9</sup> Iowa, Kansas, Missouri, New Mexico, North Dakota, Oregon, and Washington.

<sup>10</sup> Arizona, Arkansas, Louisiana, and Pennsylvania. Data on source of funds are for 1940-41. The District of Columbia is not included, since the discussion does not apply to the governmental organization in the District.

entirely from State funds in 1940-41 gave more relief in cash than in kind. In the 5 States<sup>7</sup> where all relief was paid from local funds, relief in kind predominated. Furthermore, 11<sup>8</sup> of the 17 States in which all or the greater part of relief was in

<sup>7</sup> Indiana, Nebraska, North Carolina, South Dakota, and Vermont.

<sup>8</sup> Arizona, Arkansas, California, Colorado, Louisiana, Montana, Pennsylvania, Utah, Virginia, West Virginia, and Wyoming.

cash financed all or most of their general relief from State funds. In 11<sup>9</sup> of the 19 States in which payments in kind predominated, on the other hand, the greater part of relief expenditures came from local funds.

<sup>9</sup> Connecticut, Indiana, Iowa, Kansas, Minnesota, Nebraska, Nevada, North Carolina, South Dakota, Vermont, and Wisconsin.

## Statistics for the United States, October 1941

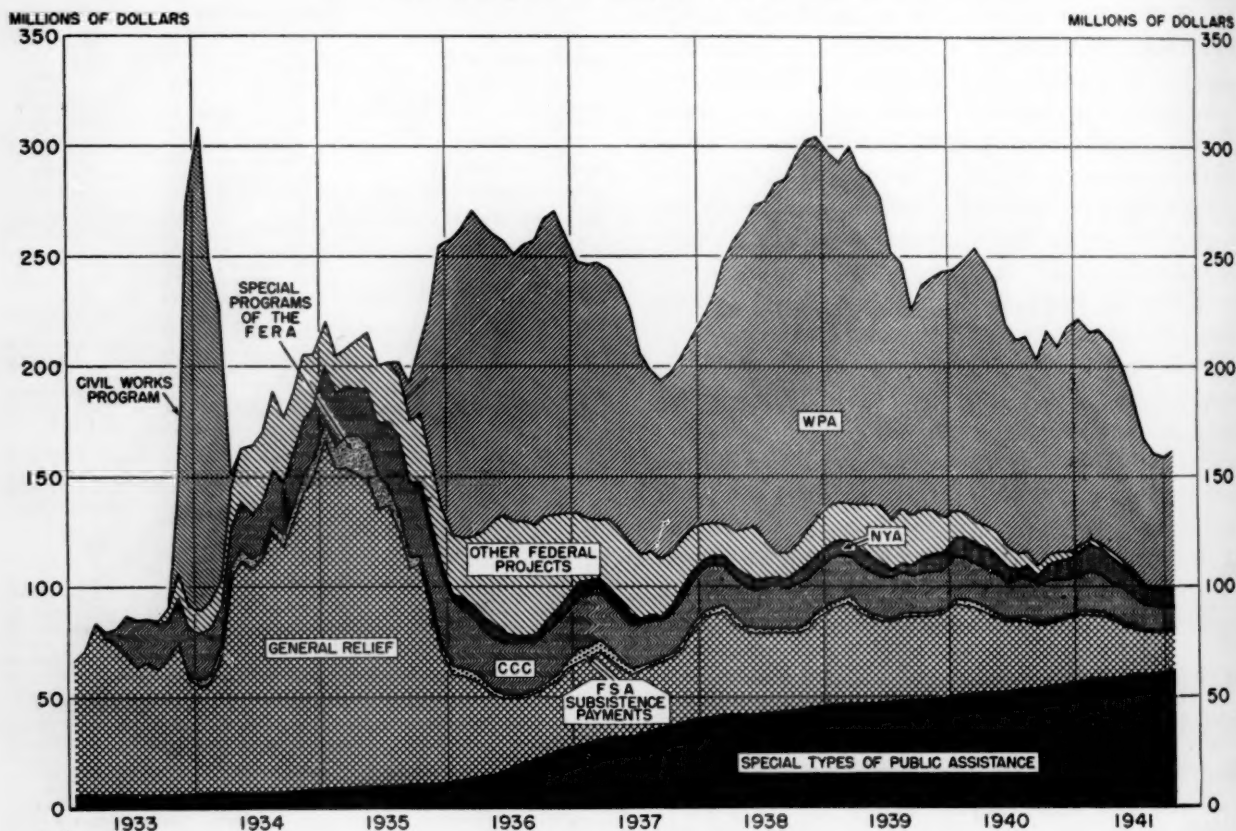
*Downward trend in total assistance and earnings reversed in October.*—In October 1941, total expenditures for public assistance and earnings under the several Federal work programs in the continental United States amounted to \$161.4 million, an increase of 1.7 percent from September 1941, but a decrease of 25 percent from the previous October (table 2). Payments in October are estimated to have benefited 4.1 million households including 10.3 million persons—2.1 percent and 0.6 percent more, respectively, than in September (table 3).

Smaller amounts were expended in October than in the same month of the previous year for general relief and for all the Federal work programs except the out-of-school work program of the National Youth Administration. Subsistence payments by the FSA were also smaller.

*WPA and student work program earnings and*

*FSA subsistence payments increased from September; earnings under the other three Federal work programs decreased.*—Total earnings on projects of the Work Projects Administration increased 2.8 percent to \$62.0 million in October, and the number employed rose 0.3 percent to 1.0 million. Earnings under the Civilian Conservation Corps program and the number enrolled were 9.8 and 9.4 percent less, respectively. Earnings under the NYA student work program increased to \$1.7 million and employment to 272,000; the out-of-school work program decreased 3.7 percent in earnings and 6.5 percent in employment. Earnings under other Federal agency projects financed from emergency funds decreased 23 percent and the number employed 20 percent. Subsistence payments by the FSA and recipients of such payments in October were, respectively, 17.0 and 18.2 percent above September.

**Chart 1.—Public assistance and Federal work programs: Payments to recipients and earnings of persons employed in the continental United States, January 1933–October 1941**





**Table 2.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by month, October 1940–October 1941<sup>1</sup>**

[In thousands]

Year and month	Total <sup>1</sup>	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects <sup>3</sup>	
		Special types of public assistance			General relief	Subsistence payments certified by the Farm Security Administration <sup>2</sup>	Civilian Conservation Corps <sup>4</sup>	National Youth Administration <sup>5</sup>		Work Projects Administration <sup>6</sup>	Other Federal agency projects financed from emergency funds <sup>7</sup>		
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program				
1940													
October.....	\$216, 151	\$40, 864	\$11, 558	\$1, 846	\$29, 379	\$811	\$18, 479	\$2, 236	\$4, 911	\$101, 799	\$4, 268	\$56, 120	
November.....	209, 235	41, 306	11, 718	1, 848	29, 041	831	18, 725	3, 064	5, 450	93, 545	3, 707	60, 201	
December.....	217, 884	41, 858	11, 990	1, 862	30, 089	1, 065	16, 314	3, 109	6, 463	102, 331	2, 803	86, 074	
1941													
January.....	222, 087	42, 523	12, 298	1, 868	30, 552	1, 543	17, 110	2, 776	7, 901	103, 526	1, 990	103, 323	
February.....	215, 114	43, 001	13, 192	1, 871	28, 881	1, 680	18, 152	3, 165	9, 224	94, 099	1, 849	113, 790	
March.....	216, 192	43, 459	12, 766	1, 870	28, 767	2, 049	16, 178	3, 283	8, 929	97, 429	1, 462	111, 136	
April.....	208, 555	43, 882	12, 866	1, 885	26, 271	1, 667	15, 073	3, 352	8, 419	93, 692	1, 448	116, 152	
May.....	198, 985	44, 116	12, 856	1, 896	23, 281	975	14, 765	3, 385	8, 129	88, 246	1, 336	106, 415	
June.....	188, 043	45, 684	12, 802	1, 896	20, 583	1, 670	12, 902	2, 595	7, 992	80, 746	1, 173	110, 103	
July.....	166, 954	45, 331	12, 570	1, 889	19, 828	308	11, 693	26	7, 164	67, 225	920	119, 282	
August.....	161, 114	45, 689	12, 573	1, 905	19, 644	442	11, 430	1	7, 507	61, 136	787	129, 808	
September.....	158, 638	46, 181	12, 562	1, 910	18, 546	318	10, 665	145	7, 384	60, 285	642	137, 119	
October.....	161, 375	46, 847	12, 697	1, 949	18, 587	372	9, 616	1, 727	7, 112	61, 974	494	157, 986	

<sup>1</sup> Partly estimated and subject to revision. For January 1933–September 1940, see the Bulletin, February 1941, pp. 66–68. For definitions of terms, see the Bulletin, September 1941, pp. 50–52. For method of computing earnings under the CCC beginning July 1941, see footnote 4.

<sup>2</sup> Data exclude earnings on regular Federal construction projects.

<sup>3</sup> Data from the FSA.

<sup>4</sup> Data from the CCC. Beginning with July 1941, earnings of persons en-

rolled estimated by the CCC by multiplying average monthly number of persons enrolled, excluding Indians, by average of \$67.20 for each month and number of Indians enrolled by average of \$60.50 for each month.

<sup>5</sup> Data from the NYA.

<sup>6</sup> Data from the WPA.

<sup>7</sup> Data from the Bureau of Labor Statistics.

<sup>8</sup> Excluded from total; data from the Bureau of Labor Statistics.

**Table 3.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by month, October 1940–October 1941<sup>1</sup>**

[In thousands]

Year and month	Estimated unduplicated total <sup>1</sup>		Recipients of assistance						Persons employed under Federal work programs						Persons employed on regular Federal construction projects <sup>3</sup>
	Households	Persons in these households	Special types of public assistance				Cases receiving general relief	Cases for which subsistence payments were certified by the Farm Security Administration <sup>2</sup>	Civilian Conservation Corps <sup>4</sup>	National Youth Administration <sup>5</sup>		Work Projects Administration <sup>6</sup>	Other Federal agency projects financed from emergency funds <sup>7</sup>		
			Old-age assistance	Aid to dependent children		Aid to the blind				Student work program	Out-of-school work program				
				Families	Children										
1940															
October .....	5, 200	14, 436	2, 034	360	867	72	1, 230	34	279	352	232	1, 743	32	456	
November .....	5, 277	14, 577	2, 051	364	874	73	1, 213	36	283	439	262	1, 771	27	614	
December .....	5, 362	14, 807	2, 066	370	891	73	1, 239	45	246	449	326	1, 826	22	712	
1941															
January .....	5, 445	15, 064	2, 075	376	909	73	1, 257	59	258	442	419	1, 858	15	721	
February .....	5, 458	15, 060	2, 082	383	924	73	1, 230	58	274	459	482	1, 850	13	797	
March .....	5, 360	14, 667	2, 108	387	935	73	1, 210	68	244	471	459	1, 718	11	762	
April .....	5, 153	13, 896	2, 127	391	942	74	1, 153	54	228	478	419	1, 575	11	776	
May .....	4, 913	13, 048	2, 148	393	944	74	1, 038	36	223	462	392	1, 453	10	723	
June .....	4, 691	12, 375	2, 167	391	942	74	934	40	195	357	384	1, 376	9	718	
July .....	4, 145	10, 811	2, 181	388	935	74	876	14	175	5	318	1, 025	7	758	
August .....	4, 040	10, 412	2, 195	386	931	74	859	18	171	( <sup>8</sup> )	315	1, 015	6	783	
September .....	3, 999	10, 227	2, 204	384	926	75	817	11	159	32	308	1, 007	5	835	
October .....	<sup>10</sup> 4, 082	<sup>10</sup> 10, 284	2, 213	385	928	76	796	13	144	272	288	1, 010	<sup>10</sup> 4	<sup>10</sup> 941	

<sup>1</sup> Partly estimated and subject to revision. For January 1933–September 1940, see the Bulletin, February 1941, pp. 68–70. For definitions of terms, see the Bulletin, September 1941, pp. 50–52. For definition of persons employed on NYA out-of-school work program, beginning with July 1941, see footnote 5.

<sup>2</sup> Estimated by the Work Projects Administration and the Social Security Board. Excludes persons employed on regular Federal construction projects.

<sup>3</sup> Data from the FSA.

<sup>4</sup> Data from the CCC.

<sup>5</sup> Data from the NYA. Beginning with July 1, 1941, number employed on out-of-school work program based on average of weekly employment counts during month.

<sup>6</sup> Data from the WPA.

<sup>7</sup> Data from the Bureau of Labor Statistics.

<sup>8</sup> Excluded from estimated unduplicated total; data from the Bureau of Labor Statistics.

<sup>9</sup> Less than 500 persons.

<sup>10</sup> Preliminary.

**Table 4.—Food stamp plan: Number of areas included and participants, and value of surplus-food stamps issued in the continental United States, by month, October 1940–October 1941<sup>1</sup>**

Year and month	Number of areas included <sup>2</sup>	Number of participants <sup>3</sup>		Value of surplus-food stamps issued
		Cases	Persons	
<b>1940</b>				
October.....	165	705,401	2,213,800	\$5,229,838
November.....	209	843,381	2,541,100	5,782,318
December.....	231	921,025	2,821,600	6,587,993
<b>1941</b>				
January.....	246	961,642	2,986,700	7,027,393
February.....	265	986,363	3,108,600	7,201,683
March.....	288	1,152,990	3,703,100	8,934,051
April.....	307	1,226,768	3,830,900	9,547,251
May.....	346	1,230,000	3,968,900	9,902,603
June.....	363	1,213,111	3,925,000	9,950,959
July.....	374	1,184,490	3,821,600	9,998,088
August.....	388	1,152,431	3,706,800	9,782,709
September.....	389	1,122,628	3,598,200	9,645,306
October <sup>4</sup> .....	390	1,083,306	3,447,700	9,078,800

<sup>1</sup> Data exclude persons receiving commodities under direct distribution program of the Surplus Marketing Administration or value of such commodities.

<sup>2</sup> An area represents a city, county, or group of counties.

<sup>3</sup> Includes recipients of 3 special types of public assistance and of subsistence payments from the FSA; recipients of, and those eligible for, general relief; persons certified as in need of relief and employed on or awaiting assignment to projects financed by the WPA. Includes for 1 area (Shawnee, Okla.) some low-income families having weekly income of less than \$19.50 who have been eligible to participate since October 1939.

<sup>4</sup> Preliminary.

Source: U. S. Department of Agriculture, Surplus Marketing Administration.

**Food stamp plan.**—Data on the food stamp plan administered by the United States Department of Agriculture are presented in table 4.

**Payments for each of the special types of public assistance increased slightly from September.**—In October 1941, payments for old-age assistance, aid to dependent children, and aid to the blind in the continental United States, Alaska, and Hawaii totaled \$61.6 million, an increase of 1.4

percent from the previous month and 13.3 percent from October 1940. Old-age assistance payments were 1.4 percent greater than in September and 14.6 percent greater than in October 1940. Payments for aid to dependent children increased 1.1 percent from the previous month and 9.8 percent from the previous year. Payments for aid to the blind were 2.1 percent more than in September and 5.6 percent above October 1940. Of total payments to recipients, about 99 percent—\$60.7 million—was expended in States with plans approved by the Social Security Board. The remaining \$900,000 represented payments in States administering plans under State laws without Federal participation.

In the continental United States, the number of recipients of each of the special types of public assistance increased slightly in October. In comparison with September, the number of recipients of old-age assistance was 0.4 percent greater (table 6). The number receiving aid to the blind rose 1.6 percent (table 8), partly because Texas began making payments under an approved plan. The numbers of families and children receiving aid to dependent children increased 0.3 and 0.2 percent, respectively (table 7). During the month, Illinois and Texas began to give aid to dependent children under approved plans, and the availability of Federal funds for these two States reversed the slightly downward trend which began in June 1941 in the number of recipients for the United States.

*General relief payments increased for the first time*

**Table 5.—Special types of public assistance: Recipients and payments to recipients in States with plans approved by the Social Security Board in the continental United States, by month, October 1940–October 1941<sup>1</sup>**

Year and month	Number of recipients				Amount of payments to recipients			
	Old-age assistance	Aid to dependent children		Aid to the blind	Total	Old-age assistance	Aid to dependent children	Aid to the blind
		Families	Children					
<b>1940</b>								
October.....	2,034,024	345,350	832,302	48,479	\$53,210,497	\$40,864,365	\$11,210,500	\$1,135,572
November.....	2,051,006	350,929	844,453	48,768	53,857,406	41,306,151	11,406,554	1,144,701
December.....	2,066,410	357,215	861,236	48,948	54,678,404	41,858,109	11,671,091	1,149,204
<b>1941</b>								
January.....	2,074,988	363,183	878,812	49,043	55,655,147	42,522,552	11,981,434	1,151,161
February.....	2,081,507	369,812	894,603	49,179	57,041,579	43,000,824	12,884,833	1,155,922
March.....	2,107,512	374,354	905,747	49,299	57,069,689	43,458,916	12,450,080	1,160,693
April.....	2,127,123	378,405	912,742	49,477	57,596,522	43,881,668	12,550,015	1,164,839
May.....	2,148,021	379,580	914,542	49,631	57,826,269	44,116,173	12,536,069	1,174,027
June.....	2,166,998	378,381	912,833	49,749	59,349,897	45,683,944	12,487,602	1,178,351
July.....	2,181,279	374,946	905,699	49,806	58,754,790	45,331,210	12,254,147	1,169,433
August.....	2,194,506	373,270	901,902	50,133	59,129,156	45,689,330	12,256,712	1,183,114
September.....	2,204,390	371,152	897,388	50,343	59,626,393	46,181,410	12,252,415	1,192,568
October.....	2,213,328	379,551	915,653	51,702	60,637,913	46,846,603	12,561,379	1,229,931

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

since January 1941 but were still substantially below the previous year.—Payments for general relief from State and local funds in the continental United States amounted to \$18.6 million in October 1941, an increase of 0.2 percent over September but a

decrease of 36.7 percent from October 1940 (table 9). The total number of cases receiving relief in October declined 2.6 percent from the previous month and 35.3 percent from October 1940.

Chart 2.—Special types of public assistance and general relief: Index of payments to recipients in the continental United States, January 1933–October 1941

[Average month, 1936=100]

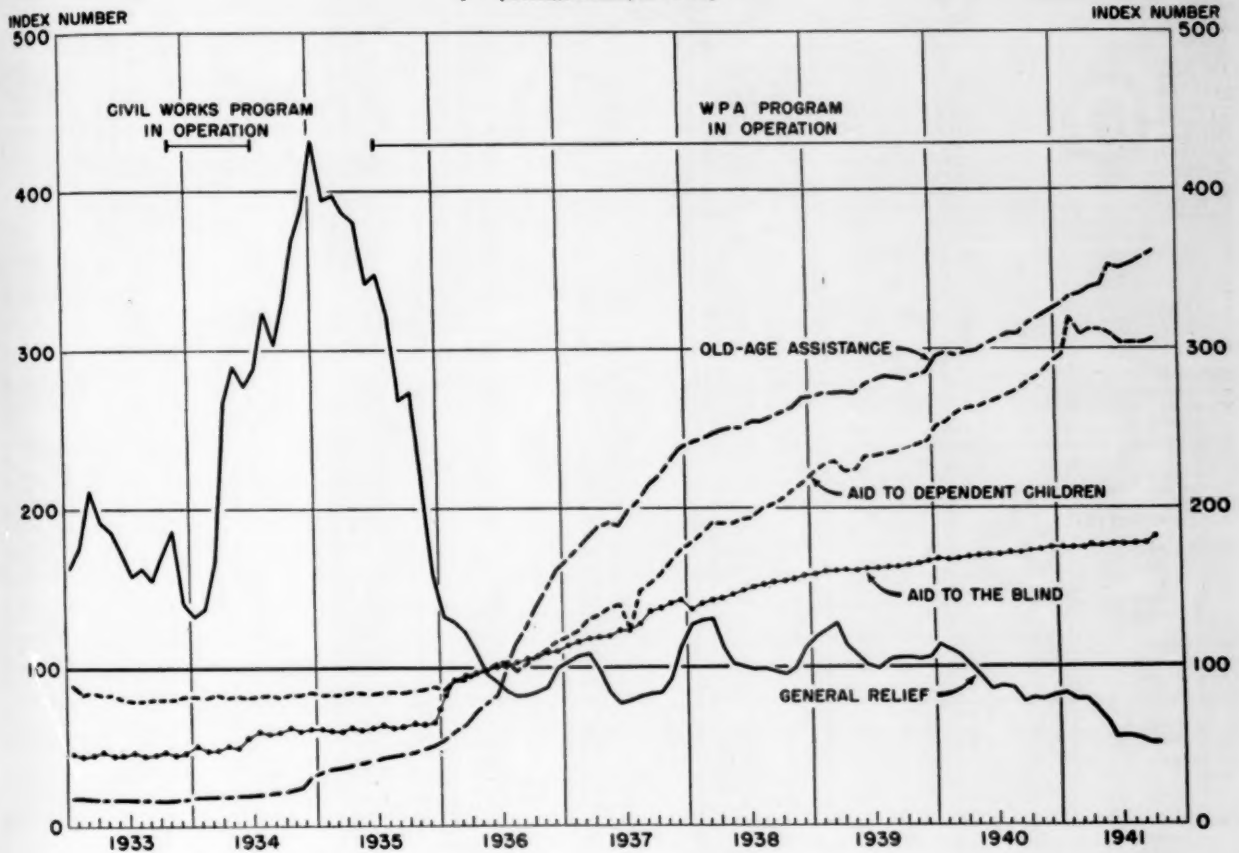




Table 6.—Old-age assistance: Recipients and payments to recipients, by State, October 1941<sup>1</sup>

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				September 1941 in—		October 1940 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total for continental United States.....	2,213,328	\$46,846,603	\$21.17	+0.4	+1.4	+8.8	+14.6
Total for 51 States with plans approved by the Social Security Board.....	2,216,722	46,915,646	21.16	+4	+1.4	+8.8	+14.6
Alabama.....	20,332	184,446	9.07	( <sup>2</sup> )	-8	+1.5	-7
Alaska.....	1,569	45,594	29.06	+2	-2	+2.9	+6.5
Arizona.....	9,113	308,438	33.85	+6	+1.1	+0.1	+32.2
Arkansas.....	25,314	192,892	7.62	-7	-8	+7.7	+14.8
California.....	158,326	5,778,874	36.50	-1	( <sup>2</sup> )	+6.9	+2.9
Colorado.....	42,762	1,618,027	37.84	+2	+5.8	+2.9	+27.0
Connecticut.....	17,728	512,694	28.92	+8	+7	+2.4	+6.0
Delaware.....	2,486	29,718	11.95	+3	+9	-3.2	+1.3
District of Columbia.....	3,556	92,209	25.93	+1.5	+1.7	+4.3	+6.8
Florida.....	38,277	512,284	13.38	+5	+1.4	+3.6	+12.2
Georgia.....	52,817	445,334	8.43	+3	+6	+47.6	+53.0
Hawaii.....	1,825	23,449	12.85	-9	-4	+1.7	+1.2
Idaho.....	9,628	219,405	22.79	+6	+8	+6.5	+8.8
Illinois.....	149,133	3,576,728	23.98	+3	+1.1	+6.2	+17.3
Indiana.....	69,089	1,288,513	18.65	+6	+9	+3.3	+6.9
Iowa.....	57,146	1,201,755	21.03	-1	( <sup>2</sup> )	+2.3	+4.0
Kansas.....	30,072	644,691	21.44	+1.1	+4.5	+8.5	+22.1
Kentucky.....	59,465	539,023	9.06	+3	+1.3	+12.6	+15.0
Louisiana.....	35,662	470,260	13.19	+1	+2	+7.6	+15.5
Maine.....	14,435	302,728	20.97	+3.3	+3.7	+7.5	+8.3
Maryland.....	17,589	319,033	18.14	-3	+3	-4.5	-1.8
Massachusetts.....	87,440	2,566,731	29.35	+2	+1.6	+1.1	+3.5
Michigan.....	92,442	1,636,635	17.70	+5	+1.5	+21.5	+29.0
Minnesota.....	63,447	1,369,513	21.59	( <sup>2</sup> )	+2	+1.0	+4.2
Mississippi.....	27,477	243,761	8.87	+1.2	+1.5	+14.8	+19.6
Missouri.....	116,676	1,503,309	12.88	+4	+9	+11.8	+3.9
Montana.....	12,415	260,734	21.00	-4	+5	+1.9	+17.4
Nebraska.....	29,466	588,047	19.96	+6	+16.2	+4.2	+8.3
Nevada.....	2,284	60,135	28.96	-3	+2.9	-8	+8.3
New Hampshire.....	7,152	158,369	22.14	+8	+1.0	+15.1	+20.6
New Jersey.....	30,971	678,749	21.92	( <sup>2</sup> )	+7	-9	+4.3
New Mexico.....	4,875	79,641	16.34	+1.1	-2	+1.3	+2.7
New York.....	121,373	3,139,505	25.87	-6	+3.8	+1.2	+7.7
North Carolina.....	38,727	393,627	10.16	+5	+7	+5.4	+4.2
North Dakota.....	9,434	168,444	17.85	+5	+8	+6.7	+14.0
Ohio.....	138,854	3,268,886	23.54	+1	+3	+6.5	+4.5
Oklahoma.....	77,577	1,399,582	18.04	+3	+3	+4.3	+4.8
Oregon.....	21,659	474,348	21.90	+6	+1.2	+11.9	+14.7
Pennsylvania.....	102,347	2,295,688	22.43	-3	-5	+2.9	+5.4
Rhode Island.....	7,301	153,592	21.04	+1.6	+2.0	+5.2	+11.7
South Carolina.....	18,878	169,111	8.96	+1.9	+6.1	+5.8	+18.5
South Dakota.....	14,931	282,642	18.93	( <sup>2</sup> )	-1	+3	-2.2
Tennessee.....	39,566	403,313	10.19	-6	-6	-1.7	-7
Texas.....	154,092	2,904,805	18.85	+2.6	+3.3	+29.8	+82.7
Utah.....	14,626	392,512	26.84	+4	+5	+8.4	+29.4
Vermont.....	5,669	96,971	17.11	-9	-9	+6.8	+12.7
Virginia.....	20,280	205,155	10.12	+2	+4	+5.4	+7.9
Washington.....	61,301	2,017,242	32.91	+8	+1.2	+54.3	+126.4
West Virginia.....	21,212	356,388	16.80	+2.8	+5.6	+15.1	+38.5
Wisconsin.....	54,395	1,250,935	23.00	+2	+5	+3.2	+5.6
Wyoming.....	3,531	85,181	24.12	+1	+3	+2.6	+4.2

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.<sup>2</sup> Increase of less than 0.05 percent.<sup>3</sup> Includes \$132,861 incurred for payments to 3,503 persons 60 but under 65 years.<sup>4</sup> Decrease of less than 0.05 percent.

Table 7.—Aid to dependent children: Recipients and payments to recipients, by State, October 1941<sup>1</sup>

State	Number of recipients		Amount of payments to recipients	Average payment per family	Percentage change from—					
	Families	Children			September 1941 in—			October 1940 in—		
					Number of recipients		Amount of payments	Number of recipients		Amount of payments
					Families	Children		Families	Children	
Total for continental United States.....	384,803	927,600	\$12,696,728	\$33.00	+0.3	+0.2	+1.1	+6.8	+7.0	+9.8
Total for 46 States with plans approved by the Social Security Board.....	380,660	919,185	12,602,122	33.11	+2.3	+2.0	+2.5	+9.8	+9.9	+12.0
Alabama.....	5,791	16,655	80,367	13.88	+4	-1	-1.8	-1.4	-3.0	( <sup>2</sup> )
Alaska.....	<sup>1</sup> 90	<sup>1</sup> 210	<sup>1</sup> 5,200							
Arizona.....	2,432	6,621	80,868	33.25	-9	-4	-6	-2.9	-6.8	-3
Arkansas.....	6,251	16,112	83,492	13.36	-1.4	-1.2	-1.6	+9.5	+10.5	+4.0
California.....	15,083	35,960	723,885	47.99	-2.0	-1.8	-1.3	-2.7	-4.2	+1.1
Colorado.....	6,137	15,100	186,548	30.40	-1.4	-1.2	-1.0	+6	+1.4	+1.7
Connecticut.....	<sup>1</sup> 1,190	<sup>1</sup> 2,788	<sup>1</sup> 51,773	<sup>1</sup> 45.51	-1.5	-1.7	+1.0	-13.8	-12.6	-16.8
Delaware.....	581	1,661	19,288	33.20	-1.5	-6	-1.9	+4.9	+9.1	+4.7
District of Columbia.....	1,012	2,963	37,797	37.35	+5	+6	+6	+7.9	+5.5	+7.5
Florida.....	4,682	11,367	110,334	23.57	+8.8	+6.7	+8.2	+10.1	+6.3	+20.0
Georgia.....	4,550	11,174	99,366	21.80	-1.1	-1.5	-1.4	+7.3	+3.0	+10.5
Hawaii.....	1,109	3,532	40,743	36.74	-5	-1.2	+9	-7.5	-11.4	-9.0
Idaho.....	3,044	7,739	93,657	30.77	-1.0	-5	-5	+3.8	+6.5	+8.8
Illinois.....	10,281	23,320	300,533	29.23	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Indiana.....	15,724	32,678	468,175	29.77	-1.2	-1.2	-9	-9.6	-8.6	-5.0
Iowa.....	5,645	7,642	65,886	18.60	+3.8	-2	+2.3	-3.0	-8.8	-2.6
Kansas.....	6,531	15,596	206,621	31.94	-2	-1	+3.8	+1.5	+4.0	+12.2
Kentucky.....	<sup>1</sup> 400	<sup>1</sup> 1,300	<sup>1</sup> 14,800							
Louisiana.....	15,308	39,006	405,132	26.47	+2	+5	+2	+10.3	+1.2	+18.1
Maine.....	1,728	4,682	60,155	40.02	+2.2	+5.3	+3.4	+9.2	+16.3	+12.3
Maryland.....	5,971	16,418	190,020	31.82	-1.3	-1.1	-2.1	-16.4	-14.1	-14.9
Massachusetts.....	12,355	30,332	712,907	57.70	-9	-1.0	+3.0	-7	-1.9	-6
Michigan.....	21,563	50,586	882,132	40.91	+6	+1	+7	+8.3	+4.9	+9.0
Minnesota.....	9,216	21,809	317,793	34.48	-7	-9	+2	+2.1	+1.6	+2.1
Mississippi.....	2,367	6,183	48,508	20.49	+7.8	+7.3	+7.1	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Missouri.....	14,299	32,969	328,438	22.97	+1	+1	+3	+19.7	+15.3	+14.0
Montana.....	2,590	6,353	77,221	29.82	-1.1	-1.0	-5	+7.5	+8.6	+13.7
Nebraska.....	5,736	12,796	180,943	31.55	-2	-6	+14.3	+3.4	+3.6	+3.8
Nevada.....	119	277	2,890	24.29	( <sup>3</sup> )	-1.1	-2	+8.2	+6.6	+12.4
New Hampshire.....	708	1,767	31,664	44.72	+4.3	+4.5	+4.5	+11.0	+9.4	+11.3
New Jersey.....	9,528	21,749	302,052	31.70	-1.8	-1.7	-1.7	-15.7	-14.3	-14.2
New Mexico.....	2,094	5,974	53,548	25.57	+2.7	+3.3	-2.0	+4.4	+3.5	+4.0
New York.....	31,210	61,535	1,469,002	47.07	-1.6	-1.5	-4	-11.2	-11.0	-9.3
North Carolina.....	9,834	23,296	165,019	16.78	-1	-4	-1	+3.2	-6	+4.3
North Dakota.....	2,448	6,766	76,473	31.24	-3	-1	+1	+2.1	+2.4	+2.8
Ohio.....	11,813	31,246	469,753	39.77	+2	-8	+3	+7.7	+4.6	+8.0
Oklahoma.....	20,025	45,960	366,107	18.28	+2	+2	+3.8	+4.4	+4.6	+30.6
Oregon.....	2,052	4,814	87,374	42.58	-4	-7	+1.0	+4.0	+3.9	+11.4
Pennsylvania.....	57,464	143,883	2,108,020	36.68	-2.6	-2.7	-3.9	+33.6	+41.0	+35.7
Rhode Island.....	1,310	3,708	59,831	45.67	+1.7	+1.7	+1.7	+4.8	+4.9	+4.6
South Carolina.....	3,924	11,351	64,834	16.52	+1.2	+2	-2.8	+34.2	+29.9	+35.6
South Dakota.....	1,692	3,954	47,263	27.93	+9	+1.5	+1.8	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Tennessee.....	14,135	35,251	263,678	18.65	-3	-5	-2	-1.4	-2.7	( <sup>3</sup> ) -4
Texas.....	268	555	5,486	20.47	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )	( <sup>3</sup> )
Utah.....	4,013	10,514	170,733	42.54	-7	-6	-2	+10.7	+13.3	+28.1
Vermont.....	696	1,857	22,477	32.29	+1.0	+4	+1.2	+12.8	+6.4	+11.0
Virginia.....	4,656	13,640	93,576	20.10	+4	+1	+4	+26.4	+21.8	+24.3
Washington.....	5,278	12,678	210,478	39.88	-5	-5	+1.3	+7.0	+8.0	+34.8
West Virginia.....	10,355	27,493	302,908	29.25	+3.2	+3.1	+7.6	+24.8	+21.0	+56.3
Wisconsin.....	12,045	27,553	460,704	38.25	-8	-5	+1.9	-3.6	-3.7	-1.9
Wyoming.....	762	1,969	25,219	33.10	-8	-3	( <sup>3</sup> )	+6.1	+9.6	+9.1

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

<sup>2</sup> Decrease of less than 0.05 percent.

<sup>3</sup> Estimated.

<sup>4</sup> Includes program administered under State law without Federal participation.

<sup>5</sup> No approved plan for September 1941.

<sup>6</sup> No approved plan for October 1940.

<sup>7</sup> In addition, in 66 counties payments amounting to \$12,219 were made from local funds without State or Federal participation to 703 families in behalf of 1,640 children under the State mothers'-pension law; some of these families also received aid under plan approved by the Social Security Board.

<sup>8</sup> No change.

<sup>9</sup> Federal funds available, but no payments were made under approved plan for September 1941.

Table 8.—Aid to the blind: Recipients and payments to recipients, by State, October 1941<sup>1</sup>

State	Number of recipients	Amount of payments to recipients	Average payment per recipient	Percentage change from—			
				September 1941 in—		October 1940 in—	
				Number of recipients	Amount of payments	Number of recipients	Amount of payments
Total for continental United States.....	76,006	\$1,949,100	\$25.61	+1.6	+2.0	+5.0	+5.6
Total for 44 States with plans approved by the Social Security Board.....	51,783	1,231,175	23.78	+2.7	+3.1	+6.7	+8.3
Alabama.....	635	5,719	9.01	+1.6	+1.0	+4.4	+5.7
Arizona.....	404	13,003	32.19	( <sup>1</sup> )	+2.3	+9.5	+30.6
Arkansas.....	1,150	10,286	8.94	-7	-1.2	+15.0	+8.4
California.....	7,306	340,753	46.64	( <sup>1</sup> )	-1	-2	-3.1
Colorado.....	618	20,038	32.42	+7	+1.4	+2.8	+20.6
Connecticut <sup>4</sup> .....	214	6,080	28.41	+5	-4.8	+2.4	+1.5
District of Columbia.....	246	7,424	30.18	+5.1	+3.3	+10.8	+28.4
Florida <sup>4</sup> .....	2,631	37,542	14.27	+4	+1.5	+8.6	+18.7
Georgia.....	1,663	18,324	11.02	+7	+9	+32.7	+41.1
Hawaii.....	81	1,244	15.36	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Idaho.....	280	6,424	22.94	-1.4	-1	-1.1	+3
Illinois.....	7,339	222,077	30.26	-2.7	+1.5	-1.1	-7
Indiana.....	2,359	49,610	21.03	+3	+6	-1.7	+1.1
Iowa.....	1,555	37,890	24.37	+5	+1.2	+4.5	+7.0
Kansas.....	1,369	30,709	22.43	-3	+3.3	+9	+12.0
Louisiana.....	1,252	21,146	16.89	+3	+5	+12.4	+22.2
Maine.....	1,094	24,999	22.85	+8	+1.2	-6.8	-6.3
Maryland.....	653	14,161	21.69	+2	-1	-4.9	-3.2
Massachusetts.....	1,181	28,024	23.73	-8	-9	+2.9	+5.3
Michigan.....	1,332	32,752	24.59	+1.8	+2.8	+30.2	+38.7
Minnesota.....	997	26,761	26.84	-2	-3	+6.7	+8.2
Mississippi.....	1,203	11,868	9.87	+3.5	+6.5	+35.0	+62.0
Missouri.....	5,180	82,800	15.80	+4	+1.0	+29.4	+40.9
Montana.....	286	6,481	22.66	+1.7	+2.1	+8.0	+12.7
Nebraska <sup>4</sup> .....	756	15,925	21.06	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Nevada.....	25	795	31.80	-3	-2	+7.8	+9.7
New Hampshire.....	332	7,764	23.39	-4	-2	+7	+3.3
New Jersey.....	741	17,779	23.99	+9	-3	+1.7	+5.0
New Mexico.....	233	4,267	18.31	-8	+2.1	-1.1	+7.4
New York.....	2,855	76,970	26.96	+9	+9	+0.7	+8.5
North Carolina.....	2,084	31,109	14.96	+1.5	+2.5	-36.7	-36.7
North Dakota.....	136	2,951	21.70	+1	+4	-1	+3.4
Ohio.....	3,982	80,928	20.32	-2	+1.9	-1.5	+14.9
Oklahoma.....	2,181	39,996	18.34	+8	+9	+4.6	+8.4
Oregon.....	478	12,399	25.94	+3	-4	+4.4	+1.8
Pennsylvania.....	13,910	415,497	29.77	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Rhode Island.....	98	2,057	20.99	-1.0	-3	+2.6	-4.2
South Carolina.....	796	7,973	10.02	-1.6	-3.0	+1.2	-11.0
South Dakota.....	252	3,845	15.26	-5	-5	-6	+6
Tennessee.....	1,621	18,188	11.22	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Texas.....	1,252	29,199	23.32	-2.8	-1.4	-10.8	-3.0
Utah.....	174	4,676	26.87	( <sup>1</sup> )	+3	+5.9	+8.5
Vermont.....	161	3,529	21.92	+2	-1	+2.8	+3.9
Virginia.....	1,057	13,371	12.65	-1.0	-7	-2	+13.9
Washington.....	1,042	36,563	35.09	+2.0	+5.5	+13.4	+36.2
West Virginia.....	933	19,849	21.27	-5	-1	-2.3	-2
Wisconsin.....	1,970	46,847	23.78	-7	-1.0	-3.4	-7.1
Wyoming.....	140	3,683	26.31				

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52. Figures in italics represent programs administered under State laws from State and local funds without Federal participation. Delaware and Alaska do not have programs for aid to the blind, and information on status of program in Kentucky is not available.

<sup>2</sup> No change.

<sup>3</sup> Decrease of less than 0.05 percent.

<sup>4</sup> Includes program administered under State law without Federal participation.

<sup>5</sup> Not computed; less than 100 recipients.

<sup>6</sup> Estimated.

<sup>7</sup> Federal funds available but no payments were made under approved plan for September 1941.

<sup>8</sup> No approved plan for October 1940.



Table 9.—General relief: Cases and payments to cases in the continental United States, by State, October 1941<sup>1</sup>

State	Number of cases receiving relief	Amount of payments to cases	Average payment per case	Percentage change from—			
				September 1941 in—		October 1940 in—	
				Number of cases	Amount of payments	Number of cases	Amount of payments
Total for continental United States <sup>2</sup>	796,000	\$18,587,000	\$23.35	-2.6	+0.2	-35.3	-36.7
Alabama	2,320	20,579	8.87	-7	-1.5	-6.0	-6.4
Arizona	2,671	49,335	18.47	-6	-1.7	-22.9	( <sup>3</sup> )
Arkansas	3,183	14,525	4.56	-1.4	-1.3	-26.9	-41.8
California	32,502	723,501	22.26	-8.1	-9.3	-61.0	-67.6
Colorado <sup>4</sup>	8,310	146,100	17.58	-6.2	+4.0	-38.7	-18.9
Connecticut	7,235	200,385	27.70	-3.1	+2	-48.3	-48.1
Delaware	747	15,281	20.46	-7.4	-2.2	-26.3	-29.4
District of Columbia	2,241	55,245	24.65	-1.1	+1	+13.5	+13.2
Florida	8,193	58,447	7.13	-1.0	+2	-15.5	-4.6
Georgia	6,017	39,789	6.61	+3.5	+1.7	-8.4	-4.5
Idaho	1,324	18,239	13.78	-2.7	-4	-37.9	-42.9
Illinois	105,907	2,426,576	22.91	-2.5	+8	-33.0	-35.7
Indiana <sup>5</sup>	23,185	349,062	15.06	-4.1	+1.9	-43.5	-39.8
Iowa	15,950	253,777	15.91	-3.4	+2.8	-34.9	-31.3
Kansas	11,609	189,156	16.17	-8	+1.6	-29.6	-22.4
Kentucky	<sup>6</sup> 4,400	<sup>6</sup> 43,000					
Louisiana	11,885	190,505	16.03	-5	-4	+15.2	+21.7
Maine	5,639	129,124	22.90	-1.1	+2.0	-34.5	-31.4
Maryland	6,995	147,843	21.14	-2.0	-1.9	-16.7	-19.0
Massachusetts	35,127	936,983	26.67	-1.1	+6.7	-38.7	-37.9
Michigan	31,335	748,535	23.89	+2.6	+13.6	-35.0	-32.7
Minnesota	20,236	430,821	21.29	-5	+2.9	-34.5	-35.7
Mississippi	693	2,559	3.69	-1.1	+4.0	-9.8	+8.3
Missouri	14,978	219,014	14.62	+3	+6.0	-37.4	-29.1
Montana	2,592	40,815	15.75	-1	+1.2	-33.5	-32.0
Nebraska	5,137	57,432	11.18	-2.8	+2.8	-38.9	-38.0
Nevada	461	7,128	15.46	-9.3	-1.6	+7.0	+5.0
New Hampshire	<sup>7</sup> 3,600	<sup>8</sup> 84,000					
New Jersey <sup>9</sup>	23,268	534,936	22.99	-2.5	-2	-42.3	-43.1
New Mexico <sup>10</sup>	945	6,152	6.51	-32.9	-30.4	-41.5	-51.1
New York	<sup>7</sup> 179,585	6,703,594	37.33	-2.4	-2.3	-21.6	-20.3
North Carolina	3,920	27,960	7.13	-2.4	+1.6	-19.6	-18.6
North Dakota	1,968	28,959	14.71	+7	+4.2	-27.2	-19.4
Ohio	42,188	799,689	18.96	-2.7	+1.7	-44.7	-38.7
Oklahoma	<sup>9</sup> 9,735	40,482	( <sup>11</sup> )	( <sup>11</sup> )	-14.5	( <sup>11</sup> )	-32.5
Oregon	5,388	102,679	19.06	-1.4	+3.6	-35.3	-20.6
Pennsylvania	87,261	1,736,197	19.90	-6.9	-2.3	-45.7	-60.5
Rhode Island <sup>12</sup>	3,090	122,718	39.71	+4.0	+34.8	( <sup>13</sup> )	-43.5
South Carolina	2,402	19,825	8.25	+2.2	+3.2	+10.6	+6.1
South Dakota	2,574	35,305	13.72	+8.8	+15.5	-22.7	-21.2
Tennessee	<sup>14</sup> 2,700	<sup>14</sup> 16,000					
Texas	8,881	80,400	9.05	-1.6	-3.1	-18.5	-11.5
Utah	4,141	103,790	25.06	+1.6	-3.1	-22.6	-7.9
Vermont	1,383	25,325	18.31	+2.5	+2.6	-27.2	-23.2
Virginia	4,981	50,095	10.06	-1.1	+2.5	-14.6	-8.3
Washington	7,321	132,663	18.12	-1.9	+3.0	-41.1	-27.5
West Virginia	12,901	132,994	10.31	+3.2	+4.7	+17.3	+36.4
Wisconsin	20,195	450,950	22.33	+7	+11.1	-47.0	-45.2
Wyoming	778	13,059	16.79	+1.2	+3.4	-27.7	-19.9

<sup>1</sup> For definitions of terms, see the Bulletin, September 1941, pp. 50-52.

<sup>2</sup> Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only and total payments for these services in 3 States have been excluded, an estimated number of cases aided and total payments to these cases aided by local officials in Rhode Island have been included, and data on cases aided in Oklahoma have been estimated to exclude duplication.

<sup>3</sup> Increase of less than 0.05 percent.

<sup>4</sup> Includes unknown number of cases receiving medical care, hospitalization, and/or burial only, and total payments for these services.

<sup>5</sup> Estimated.

<sup>6</sup> State program only; excludes program administered by local officials.

<sup>7</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>8</sup> Represents 3,778 cases aided under program administered by State board of public welfare, and 5,957 cases aided by county commissioners; amount of duplication believed to be large; average per case and percentage change in number of cases cannot be computed.

<sup>9</sup> State unemployment relief program only. It is estimated that, in addition, 1,600 cases received \$32,000 from local officials.

<sup>10</sup> Comparable data not available.

# Statistics by States, September 1941

Total expenditures less than in August in 30 States.—In September, total payments to recipients of public assistance and earnings under the several Federal work programs were less than in August in all but 19 States. Decreases oc-

curred in earnings of CCC enrollees in 45 States, and subsistence payments by the FSA decreased in 41 States. Obligations incurred for general relief were less in 30 States, and decreases occurred in earnings of persons employed on WPA projects

**Table 10.—Public assistance and Federal work programs: Assistance and earnings in the continental United States, by State, September 1941<sup>1</sup>**  
[In thousands]

State	Total	Assistance to recipients					Earnings of persons employed under Federal work programs					Earnings on regular Federal construction projects
		Special types of public assistance <sup>1</sup>			General relief	Subsistence payments certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds	
		Old-age assistance	Aid to dependent children	Aid to the blind				Student work program	Out-of-school work program			
Total.....	\$158, 637	\$46, 181	\$12, 562	\$1, 910	\$18, 546	\$318	\$10, 665	\$145	\$7, 384	\$60, 285	\$642	\$137, 110
Alabama.....	2, 251	186	82	6	21	7	442	10	191	1, 306	2	6, 161
Arizona.....	927	305	81	13	50	23	144		21	286		112
Arkansas.....	1, 883	194	85	10	15	3	535	9	155	877	3	500
California.....	11, 027	5, 776	733	341	797	51	213	5	214	2, 872	24	13, 637
Colorado.....	2, 747	1, 530	188	20	140	7	85	3	73	691	10	714
Connecticut.....	1, 186	509	61	6	200	( <sup>3</sup> )	16		67	336	( <sup>3</sup> )	2, 105
Delaware.....	194	29	20		16		7		11	113		426
District of Columbia.....	649	91	38	7	55		27		25	383	23	2, 645
Florida.....	2, 321	505	102	37	58	2	218	1	102	1, 269	27	2, 262
Georgia.....	2, 419	443	101	18	39	4	443	( <sup>3</sup> )	212	1, 150	9	2, 274
Idaho.....	701	218	94	6	18	5	23		32	302	3	168
Illinois.....	11, 376	3, 539	175	219	2, 407	6	341	3	520	4, 097	70	5, 676
Indiana.....	3, 779	1, 277	473	49	342	2	113	5	182	1, 334	2	8, 147
Iowa.....	2, 720	1, 201	64	37	247	2	80	3	139	945		529
Kansas.....	2, 179	617	201	30	186	5	108	11	115	904	2	558
Kentucky.....	2, 672	532	115		43	6	595	2	189	1, 291		1, 904
Louisiana.....	2, 687	469	404	21	191	2	340	1	147	1, 112		952
Maine.....	883	292	67	25	127	5	34	20	81	233	( <sup>3</sup> )	1, 226
Maryland.....	1, 177	318	194	14	151	1	53		67	373	6	3, 122
Massachusetts.....	7, 100	2, 527	692	28	878	( <sup>3</sup> )	129	2	246	2, 606		6, 889
Michigan.....	5, 849	1, 612	876	32	659	12	247	( <sup>3</sup> )	324	2, 087	( <sup>3</sup> )	1, 122
Minnesota.....	4, 214	1, 367	317	27	419	21	211		137	1, 716		779
Mississippi.....	1, 788	240	45	11	2	3	410	7	144	926	1	3, 238
Missouri.....	4, 911	1, 490	327	83	207	11	411	11	203	2, 167	( <sup>3</sup> )	4, 431
Montana.....	889	259	78	6	40	13	58		26	405	4	292
Nebraska.....	1, 651	506	158	16	56	10	80	1	81	712	32	938
Nevada.....	150	64	5	1	7	( <sup>3</sup> )	11	1	6	57	( <sup>3</sup> )	221
New Hampshire.....	529	157	30	8	83	1	11	1	22	216	( <sup>3</sup> )	1, 425
New Jersey.....	3, 799	674	307	18	536	( <sup>3</sup> )	117		209	1, 938	( <sup>3</sup> )	6, 339
New Mexico.....	888	80	52	4	79	5	196	1	36	476	27	829
New York.....	18, 590	3, 023	1, 474	75	6, 864	4	389	( <sup>3</sup> )	724	6, 013	21	5, 623
North Carolina.....	2, 431	391	165	31	28	15	374	7	256	1, 162	3	2, 553
North Dakota.....	558	167	76	3	28	1	71		32	179	( <sup>3</sup> )	138
Ohio.....	8, 547	3, 258	468	81	786	6	307		370	3, 243	29	5, 737
Oklahoma.....	3, 806	1, 395	353	39	47	13	493	2	190	1, 270	4	1, 011
Oregon.....	1, 199	469	86	12	99	8	35		37	448	4	2, 676
Pennsylvania.....	12, 266	2, 306	2, 194	415	1, 777	7	605	1	478	4, 470	14	7, 429
Rhode Island.....	614	151	59	2	91	( <sup>3</sup> )	10		26	275		1, 865
South Carolina.....	2, 086	159	67	8	19	1	238	( <sup>3</sup> )	96	1, 230	268	2, 972
South Dakota.....	844	283	46	4	31	7	91	6	35	342	( <sup>3</sup> )	157
Tennessee.....	2, 451	406	264	18	15	3	475	16	143	1, 111	( <sup>3</sup> )	4, 779
Texas.....	6, 921	2, 811	1	( <sup>3</sup> )	83	18	925	6	415	2, 651	11	6, 495
Utah.....	1, 188	391	171	5	107	3	27		26	427	31	456
Vermont.....	310	98	22	4	25	1	8		20	134		149
Virginia.....	1, 488	204	93	13	49	3	369	1	157	598	( <sup>3</sup> )	7, 637
Washington.....	3, 311	1, 994	208	37	129	5	65	( <sup>3</sup> )	79	792	3	5, 137
West Virginia.....	2, 427	338	282	19	127	2	291	5	131	1, 232	2	1, 402
Wisconsin.....	3, 960	1, 244	452	47	496	13	181	3	179	1, 433	1	612
Wyoming.....	262	85	25	4	13	3	16		15	99	3	279

<sup>1</sup> See footnotes to table 2.

<sup>2</sup> Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

<sup>3</sup> Partly estimated; does not represent sum of State figures, because total payments for medical care, hospitalization, and burial in 3 States have been excluded and an estimated amount expended by local officials in Rhode Island has been included.

<sup>4</sup> Includes total payments for medical care, hospitalization, and/or burial.

<sup>5</sup> Less than \$500.

<sup>6</sup> Estimated.

<sup>7</sup> State program only; excludes program administered by local officials.

<sup>8</sup> State unemployment relief program only; it is estimated that, in addition, \$28,000 was expended by local officials.

<sup>9</sup> Federal funds available, but no payments were made under approved plan for September.

in 26 States. Earnings under the out-of-school work program of the NYA were smaller in 27 States, but earnings under the student work program increased in all 33 States participating in this program in September. Earnings of employees on other Federal agency projects financed

from emergency funds decreased in 24 States.

Increases in obligations incurred for payments to recipients of old-age assistance were reported by 41 States and to recipients of aid to the blind by 30 States. Payments for aid to dependent children, however, decreased in 25 States.

Table 11.—Public assistance and Federal work programs: Recipients of assistance and persons employed in the continental United States, by State, September 1941<sup>1</sup>

State	Recipients of assistance						Persons employed under Federal work programs						Persons employed on regular Federal construction projects
	Special types of public assistance <sup>1</sup>				Cases receiving general relief	Cases for which sub-sistence payments were certified by the Farm Security Administration	Civilian Conservation Corps	National Youth Administration		Work Projects Administration	Other Federal agency projects financed from emergency funds		
	Old-age assistance	Aid to dependent children		Aid to the blind				Student work program	Out-of-school work program				
		Families	Children										
Total.....	2,204,390	383,785	926,148	74,894	817,000	10,902	159,289	32,413	307,877	1,007,486	5,169	834,925	
Alabama.....	20,331	5,767	16,676	625	2,337	499	6,573	2,120	8,213	24,917	34	35,963	
Arizona.....	9,057	2,455	6,646	404	2,687	1,027	2,278	—	930	4,139	30	1,179	
Arkansas.....	25,505	6,339	16,309	1,158	3,228	100	7,967	2,386	8,591	21,738	—	5,094	
California.....	158,463	15,386	36,608	7,309	35,375	2,525	3,181	828	9,541	42,564	167	70,861	
Colorado.....	42,697	6,223	15,286	614	8,861	308	1,279	729	2,780	11,269	66	3,979	
Connecticut.....	17,594	1,808	2,775	213	7,463	1	235	—	2,673	4,301	3	12,872	
Delaware.....	2,478	590	1,671	—	807	—	99	—	510	1,288	—	3,448	
District of Columbia.....	3,503	1,007	2,946	234	2,265	—	400	—	1,038	4,739	159	14,470	
Florida.....	38,073	4,305	10,649	2,620	8,274	46	3,249	279	4,813	20,796	247	18,510	
Georgia.....	52,637	4,612	11,343	1,652	8,813	101	6,588	66	8,963	23,250	105	18,987	
Idaho.....	9,569	3,075	7,780	284	1,361	240	341	—	1,287	4,775	30	1,381	
Illinois.....	148,749	7,409	16,576	7,641	108,606	271	5,068	725	19,679	65,827	561	25,126	
Indiana.....	68,665	15,912	33,082	2,352	24,172	72	1,677	1,269	7,667	22,987	10	37,317	
Iowa.....	57,183	5,413	7,660	1,547	16,510	79	1,199	944	6,385	15,363	—	4,109	
Kansas.....	29,745	6,545	15,605	1,373	11,797	182	1,619	2,060	4,871	15,836	14	4,771	
Kentucky.....	59,261	4,090	11,300	—	4,700	90	8,848	488	8,509	25,308	—	14,810	
Louisiana.....	35,610	15,270	38,813	1,248	11,944	98	5,054	241	7,437	20,723	—	7,445	
Maine.....	13,969	1,691	4,446	1,085	5,700	155	509	2,355	2,615	3,284	1	9,324	
Maryland.....	17,639	6,052	16,595	652	7,137	41	789	—	2,736	5,251	70	17,408	
Massachusetts.....	87,242	12,471	30,632	1,190	35,505	8	1,913	533	9,577	35,982	—	32,251	
Michigan.....	91,937	21,442	50,524	1,308	30,555	193	3,670	13	11,375	33,118	7	7,584	
Minnesota.....	63,426	9,283	22,071	999	20,341	216	3,179	—	5,627	27,599	—	7,521	
Mississippi.....	27,147	2,196	5,760	1,159	701	94	6,099	1,519	6,788	20,564	19	21,129	
Missouri.....	116,192	14,278	32,942	8,180	14,930	557	6,123	2,843	11,320	36,740	8	23,916	
Montana.....	12,460	2,618	6,416	285	2,595	469	914	—	1,055	5,722	37	2,173	
Nebraska.....	29,299	5,748	12,867	743	5,285	356	1,193	297	3,490	15,326	200	6,434	
Nevada.....	2,290	119	280	86	508	2	169	60	255	995	1	1,661	
New Hampshire.....	7,098	679	1,691	333	3,781	18	165	348	917	3,657	1	8,335	
New Jersey.....	30,960	9,707	22,122	744	23,867	14	1,740	—	7,774	27,706	8	37,323	
New Mexico.....	4,820	2,038	5,785	231	1,409	183	2,958	127	1,656	7,765	156	6,913	
New York.....	122,096	31,709	62,481	2,879	183,950	138	5,796	53	25,646	82,363	134	34,264	
North Carolina.....	38,531	9,847	23,307	2,065	4,018	329	5,568	1,115	12,178	23,924	59	19,931	
North Dakota.....	9,390	2,456	6,773	134	1,954	45	1,089	—	1,373	3,266	2	1,286	
Ohio.....	158,692	11,794	31,491	3,980	43,373	160	4,562	—	15,168	52,806	214	31,724	
Oklahoma.....	77,365	19,982	45,889	2,185	10,436	(9)	7,405	722	7,566	27,691	37	8,229	
Oregon.....	21,534	2,061	4,850	474	5,465	425	528	—	1,609	5,960	53	16,027	
Pennsylvania.....	102,094	58,984	147,811	13,864	93,700	249	9,006	417	16,820	70,226	176	45,132	
Rhode Island.....	7,188	1,288	3,645	93	2,972	3	153	—	1,084	3,971	—	15,171	
South Carolina.....	18,524	3,879	11,331	804	2,350	14	3,548	6	3,764	20,628	2,043	22,938	
South Dakota.....	14,932	1,677	3,895	256	2,365	272	1,424	1,725	1,405	5,796	1	1,745	
Tennessee.....	39,821	14,175	35,414	1,629	2,600	57	7,066	4,761	7,803	24,181	3	33,290	
Texas.....	150,250	11,841	11,169	(11)	9,024	594	13,774	1,190	19,977	55,662	130	47,242	
Utah.....	14,567	4,040	10,581	179	4,075	34	408	—	1,252	6,519	204	3,546	
Vermont.....	5,722	689	1,850	161	1,349	15	113	—	814	2,064	—	1,291	
Virginia.....	20,257	4,636	13,630	1,055	5,035	53	5,493	299	6,309	12,233	—	48,100	
Washington.....	60,786	5,305	12,744	1,052	7,461	216	988	3	3,208	10,702	38	27,961	
West Virginia.....	20,625	10,031	26,665	915	12,496	49	4,325	1,219	5,116	22,118	31	7,073	
Wisconsin.....	54,308	12,142	27,701	1,979	20,060	257	2,719	673	7,112	22,639	13	5,336	
Wyoming.....	3,529	768	1,975	141	769	103	248	—	611	1,508	28	2,255	

<sup>1</sup> See footnotes to table 3.

<sup>2</sup> Figures in italics represent programs administered under State laws from State and local funds without Federal participation.

<sup>3</sup> Partly estimated; does not represent sum of State figures, because an estimated number of cases receiving medical care, hospitalization, and/or burial only in 3 States has been excluded, an estimated number of cases aided by local officials in Rhode Island has been included, and data on cases aided in Oklahoma have been estimated to exclude duplication.

<sup>4</sup> Total includes data for Oklahoma in which number of cash grant payments canceled during month exceeded number of cash grant payments issued by 36.

<sup>5</sup> Includes unknown number of cases receiving medical care, hospitalization, and/or burial only.

<sup>6</sup> Estimated.

<sup>7</sup> State program only; excludes program administered by local officials.

<sup>8</sup> Includes cases receiving medical care only; number believed by State agency to be insignificant.

<sup>9</sup> Represents 3,878 cases aided under program administered by State board of public welfare, and 6,558 cases aided by county commissioners; amount of duplication believed to be large.

<sup>10</sup> State unemployment relief program only; it is estimated that, in addition, 1,900 cases were aided by local officials.

<sup>11</sup> Federal funds available, but no payments were made under approved plan for September.



# EMPLOYMENT SECURITY

BUREAU OF EMPLOYMENT SECURITY • REPORTS AND ANALYSIS DIVISION

## Operations of the Employment Security Program

### *Labor-Market Developments, October 1941*

The paradox of continued expansion in industrial employment for the Nation as a whole at the same time that unemployment arising out of shortages of materials and equipment seriously affects numerous localities will apparently be the main characteristic of the labor market during the winter and early spring months. In October, unemployment sank to its lowest point since 1930. In nearly all industries directly connected with the defense effort, the expansion in employment and production continued steadily upward despite the fact that in most lines employment and production peaks already far surpassed those ever attained in the past. However, for the Nation as a whole, employment remained at virtually the same level as in the previous month, and it was evident that the extraordinarily high rate of expansion of the past year had slackened, at least temporarily. Outside of manufacturing, the great contra-seasonal volume of construction work throughout the country is, and probably will continue to be, the most important force sustaining the level of employment. The present building boom, largely of defense plants, Army cantonments, and air bases, rivals that of a year ago when the country first began to build accommodations for its expanding Army and Navy and to construct aircraft and powder plants, arsenals, and shipways. This boom will probably extend at least into the early part of 1942, by which time many of the more important projects under contract as of November will be completed.

Whether the leveling off in the expansion of employment will be brief depends not only on the rate of expansion in defense production but also upon the effectiveness of measures taken to minimize the shock of priorities, limitation orders, and other restrictions upon the supply of materials and equipment. As of early November, the actual amount of labor displacement caused by shortages has not been serious, except in a few localities. However, stock piles and inventories in numerous durable consumer-goods industries unable to obtain new supplies are rapidly approaching depletion, and as a result wholesale lay-offs totaling

thousands may take place the early part of 1942. Offsetting these mass lay-offs, many new defense plants, to be completed during the first half of 1942, will give employment to thousands of workers. Unfortunately, numerous communities which undoubtedly will be hard hit by priorities are not located near any of these new defense plants.

Aircraft and shipbuilding continue to lead all other major defense industries in the recruitment of workers. Approximately 24,000 workers were added to private shipbuilding yards and 16,400 to aircraft plants during October, according to estimates of the Bureau of Labor Statistics. The extraordinary advances already achieved by these two industries will be continuously augmented as one new plant after another begins production and as existing plants expand their present facilities. The BLS further estimates that, since June 1940, wage earners in private manufacturing establishments have increased by more than 2.5 million. Blast furnaces, steel works, rolling mills, foundries, machine shops, and manufacturers of electrical machinery, apparatus, and supplies, accounted for about half the gain.

The spreading picture of boom towns and distress areas was most clearly evident in the upper Mississippi River and Ohio Valley States. For example, employment in the Louisville, Kentucky, area has risen 20 percent in a year and will undoubtedly reach greater heights as new defense plants now under construction go into operation. Just 100 miles away in Evansville, Indiana, on the other hand, curtailment of the production of automobiles and electric refrigerators and shortages of materials affecting other plants in the area threatened an almost complete cessation of employment. As a result, the Office of Production Management certified Evansville as a distress area, thereby giving local manufacturers preferential status in bidding on defense contracts.

The situation in Michigan and Wisconsin was especially serious. In Wisconsin, Manitowoc and Kenosha-Racine were certified in September as distress areas. Ripon and LaCrosse were added to the list in October, the former largely because

of a shortage of aluminum and the latter because of the curtailment of production of automobiles and heating and air-conditioning equipment and the shortage of rubber stocks. In Michigan, the cities of Greenville (refrigerators) and Grand Rapids (refrigerators and automobile parts) were certified during the month. By the first of November, 11 communities had been certified. The other four were Meadville, Pennsylvania (zippers), Mansfield, Ohio (refrigerators), Newton-Kellogg, Iowa (washing machines), and Eatonton, Georgia (aluminum ware).

Metal shortages are beginning to affect employment adversely in a large number of industries. Insufficient supplies of steel and steel scrap have forced lay-offs or reduced hours of work at many blast furnaces, steel works, rolling mills, finishing mills, watch-and-clock firms, metal-furniture establishments, stove and vacuum-cleaner plants, and on numerous construction projects. Priorities on chemicals are curtailing employment at hundreds of plants; shortages of dyes, bleaches, and other chemicals have caused serious lay-offs in the textile dyeing and finishing industry and in many paper mills. The entire costume-jewelry industry of Rhode Island and Massachusetts was threatened with an almost complete shut-down by the shortage of copper, brass, nickel, aluminum, and copper and gold wire.

The diversity and extent of the probable labor displacement is illustrated by the variation in New England alone of the industries affected by material shortages—brass for plumbing supplies, steel springs for clocks, steel structural forms for buildings, steel plates for ships, chemicals for plastic products, dyes for textile dyeing and paper converting, and rayon yarn for broad-weaving mills. On the Pacific Coast, priorities and limitation orders may reduce employment primarily at automobile-assembly plants, on construction projects, and, temporarily at least, at iron and steel mills. Throughout the country, sales and distributive forces are also beginning to be affected by the reduction in the flow of materials and supplies; workers engaged in selling and distributing automobiles, refrigerators, washing machines, stoves, and other consumer goods are being laid off in many areas.

Even though the actual volume of lay-offs because of priorities was not large for the country as a whole, the feeling of insecurity among

workers in many of the industries which are beginning to bear the incidence of material shortages has stimulated the already strong trend of migration from nondefense to defense industries. Many nondefense plants still able to provide full employment for their working force are, nevertheless, losing skilled workers to establishments in defense industries, not because of differences in wage rates but solely because workers wish to obtain permanent jobs in expanding defense plants before such expansion ceases, and their present employers are forced to curtail production.

No slackening has occurred in the radical redistribution of labor which has arisen out of the expansive forces of the defense program. Workers are migrating, not only from centers of unemployment, but also from areas characterized by low-wage industries to communities where the demand for labor is strong and wages relatively high. The movement of workers from rural to urban areas, from one region of the country to another, from industry to industry, and from one firm to another firm within the same industry is being accentuated not only by wage differentials but also because of the longer workweek and the opportunities for overtime pay in innumerable defense industries.

A slight reversal in this stream of migration, however, is gradually taking shape. Hundreds of workers who have migrated to defense centers in such States as California and Connecticut are now returning home because of expanding employment opportunities in their home areas. For example, the demand for labor in Utah at new defense establishments in Ogden, Provo, and Salt Lake City has attracted from the West Coast many workers who had left Utah for employment in the aircraft factories of California. Another factor reversing the usual migration trend has been the gradually rising wage level throughout the country, especially in areas where it had formerly been relatively low. Employers in the low-wage industries and areas are being compelled to raise wages in order to retain their workers. Unsatisfactory community facilities in defense areas, especially for housing, sanitation, and schools, is another disruptive development. The turn-over among workers in many defense centers is extremely high, partly because workers are dissatisfied with the housing accommodations and other community facilities available to them and migrate to other defense centers where conditions are more satis-

factory. In a number of areas, rises in the cost of living have offset the high wages paid defense workers to such an extent that many of them have quit their jobs and returned to their former homes where, even though wages are lower, living arrangements and costs are much more satisfactory.

In more than a hundred highly skilled occupations essential to national defense, workers are almost unobtainable. Shortages are especially severe in the metal trades and in shipbuilding and aircraft occupations. Some of these stringencies may be relieved by the release of skilled workers from consumer durable-goods plants affected by priorities, but for most of them reliance must be placed upon training, upgrading of workers, and dilution of jobs. In various sections of the country, however, especially in the Rocky Mountain area and in the North Central States, large pools of semiskilled and unskilled workers are still available.

The higher quit and discharge rates of workers in virtually every industry increasing production over a year ago, as reported by the BLS, illustrate the break-down of employer specifications and the difficulties of assimilating the large volume of new workers. In almost every industry and every locality where the demand for labor is strong, employers are continuously relaxing their hiring specifications. Youths, older workers, women, Negroes, and others are finding job opportunities where none existed before. Women workers especially are being recruited for aircraft and ordnance plants, as employers more and more recognize their superior ability in manipulating small objects and their greater attention to detail.

Shortages of unskilled workers have appeared in certain industries and areas, although the unskilled labor reserve is still plentiful for the country as a whole. Stringencies resulting from the actual exhaustion of the local supply of unskilled workers are as yet rare but have occurred in such cities as Bath, Maine, and a few other shipbuilding centers. In other localities, however, apparent shortages of such workers are closely related to substandard wage levels. In many agricultural areas, a "scarcity" of harvest workers was quickly dissipated when wage offers were increased, as in the Cotton Belt, where wages in some sections were double those of last year. Higher farm wages increased the labor supply by encouraging the migration of seasonal workers and by drawing into

agricultural employment certain groups which would otherwise have sought work elsewhere. In some of the cotton and small-grain States, for example, migratory construction workers who had not yet obtained employment were drawn to the harvest fields by the higher wages offered, as were many women who would not otherwise have taken employment.

Higher wages in competing employments are also producing apparent labor shortages in various relatively low-paid occupations. Many areas reported marked shortages of domestic and other service workers, salesmen, and office clerks, because of their shift to defense industries. To overcome labor deficiencies, a few department stores have gone on a 5-day week and others are planning to recruit employees from among high-school students; wages are also being raised.

The decrease or near exhaustion in some areas in the number of persons available for referral to training courses was further evidence of the diminishing supply of unskilled workers. The small numbers available for referral were, however, also attributable to other factors, including high entrance requirements, sex and color restrictions, low beginning wage rates in some defense industries, the opportunities for in-plant training, the cost of subsistence during the training period, and the lack of employment opportunities in specific localities. Some break-down of restrictions has already taken place in the training program, however, particularly with regard to women trainees for such occupations as sheet-metal work, light welding and assembly, and inspection—especially in the aircraft, ordnance, and electrical-machinery industries.

#### ***Labor Available in Selected Defense Occupations, October 1941***

Shortages of strategic materials and the increasing curtailment of nondefense production were manifested in a 2.2-percent rise from September 13 to October 18 in primary registrations of fully qualified and available job seekers in 623 selected defense occupations. This is the first increase in such registrations in the 6 months for which comparable data are available. The bulk of the 229,000 registrations (table 1) continued to appear in the textile and construction occupations, which, as in September, accounted for nearly 100,000 of the total.



The rise in registrations may be attributed in part to the curtailment of production in the automobile, refrigerator, washing-machine, and other consumer durable-goods industries. Indicating this trend, primary registrations in metal-machining occupations rose 9.2 percent to 13,000, registrations in assembly occupations rose 5.3 percent to 23,000, and registrations in inspecting, testing, and adjusting occupations mounted 23.6

percent to 2,000. The conversion of nondefense plant capacities to defense production and the increasing needs of defense industries will probably result in the rapid reabsorption of most of these workers.

Of growing significance, also, was the shortage of materials for some defense industries. Deficiencies of pig and scrap iron, steel, aluminum, copper, and other metals were reflected in in-

**Table 1.—Primary registrations of fully qualified and available job seekers in 623 selected occupations, by State and occupational classification, October 18, 1941**

[Corrected to Nov. 5, 1941]

Social Security Board region and State	Total		Technical, professional, and kindred	Hot metal fabricating	Cold metal fabricating	Metal machining	Metal finishing	Assembly	Installation, maintenance, and repair	Electricians and related	Textile, garment, and related	Building construction	All other <sup>1</sup>
	Number	Percentage distribution											
Total, 49 States.....	229,088	100.0	6,407	9,976	13,266	13,274	6,615	22,601	20,184	9,853	16,545	81,693	28,674
Region I:													
Connecticut.....	1,078	.5	44	49	91	133	55	64	84	44	152	244	118
Maine.....	1,588	.7	45	69	15	94	36	67	147	71	316	506	222
Massachusetts.....	5,838	2.5	168	165	232	336	165	398	444	157	1,195	1,813	765
New Hampshire.....	457	.2	14	11	6	18	7	10	55	14	72	155	75
Rhode Island.....	1,353	.6	25	27	34	72	10	42	97	24	723	198	101
Vermont.....	268	.1	18	7	10	12	4	11	23	12	41	74	56
Region II:													
New York.....	23,445	10.2	826	378	1,106	1,004	401	1,742	1,476	1,870	2,289	10,039	2,314
Region III:													
Delaware.....	362	.2	9	13	28	15	3	52	37	14	11	125	55
New Jersey.....	7,129	3.1	251	254	418	409	166	699	520	328	1,123	1,992	969
Pennsylvania.....	12,239	5.3	376	797	666	932	313	1,043	946	480	2,627	2,315	1,744
Region IV:													
District of Columbia.....	729	.3	99	18	72	18	2	54	33	20	57	287	68
Maryland.....	956	.4	19	53	106	51	25	116	68	30	120	240	148
North Carolina.....	4,397	1.9	17	65	78	44	28	88	186	86	685	2,837	283
Virginia.....	2,107	.9	45	59	67	55	22	138	134	84	297	950	256
West Virginia.....	1,471	.6	52	132	84	44	21	125	125	91	88	472	237
Region V:													
Kentucky.....	3,799	1.7	67	202	147	169	72	309	337	146	100	1,770	480
Michigan.....	18,227	8.0	222	1,269	2,655	2,290	1,569	3,868	811	357	584	1,956	2,646
Ohio.....	12,731	5.6	393	946	1,650	1,331	800	1,596	870	389	609	2,254	1,893
Region VI:													
Illinois.....	13,977	6.1	532	1,059	1,278	1,428	659	1,549	1,316	482	467	3,032	2,175
Indiana.....	7,532	3.3	255	504	607	893	458	853	773	242	85	1,422	1,440
Wisconsin.....	5,159	2.2	124	303	408	360	286	747	376	187	41	1,555	772
Region VII:													
Alabama.....	4,702	2.1	54	269	100	83	66	154	375	146	857	2,011	607
Florida.....	3,492	1.5	103	35	-63	112	28	198	359	139	58	2,001	396
Georgia.....	7,228	3.2	91	201	137	133	103	404	561	179	1,725	3,033	661
Mississippi.....	2,638	1.1	43	56	31	31	56	76	187	82	76	1,711	289
South Carolina.....	2,265	1.0	22	23	20	24	23	35	164	35	655	1,100	164
Tennessee.....	4,057	1.8	66	282	189	114	87	262	366	152	571	1,368	600
Region VIII:													
Iowa.....	3,022	1.3	48	129	196	189	74	337	401	225	41	1,037	345
Minnesota.....	4,051	1.8	193	176	214	211	83	308	603	176	48	1,396	643
Nebraska.....	1,295	.6	42	47	87	62	5	138	192	103	12	424	183
North Dakota.....	344	.1	15	13	8	7	1	20	47	16	2	192	23
South Dakota.....	634	.3	19	26	15	10	4	41	92	34	2	355	26
Region IX:													
Arkansas.....	10,142	4.4	105	292	131	213	160	484	730	406	49	6,658	914
Kansas.....	5,581	2.4	201	212	228	211	42	614	697	299	13	2,488	576
Missouri.....	11,048	4.8	236	426	569	402	183	1,079	1,178	571	99	5,165	1,140
Oklahoma.....	5,404	2.4	109	206	167	175	30	589	624	241	64	2,613	586
Region X:													
Louisiana.....	2,430	1.1	50	33	68	83	20	214	219	108	47	1,260	328
New Mexico.....	1,442	.6	30	55	21	28	9	86	137	55	14	821	186
Texas.....	10,808	4.7	257	229	238	440	122	1,410	1,242	351	276	5,075	1,168
Region XI:													
Arizona.....	655	.3	7	43	10	19	3	25	116	35	3	338	56
Colorado.....	1,900	.8	136	105	46	54	10	140	274	101	21	765	248
Idaho.....	1,219	.5	26	64	14	18	20	69	204	61	1	604	138
Montana.....	383	.2	14	19	1	3	3	30	47	25	1	195	45
Utah.....	925	.4	43	89	17	22	2	67	161	60	10	382	72
Wyoming.....	174	.1	3	6	1	4	1	20	12	7	2	114	4
Region XII:													
California.....	14,161	6.2	741	386	830	788	236	1,972	1,713	898	206	4,714	1,677
Nevada.....	220	.1	10	8	4	7	3	27	38	16	0	88	19
Oregon.....	1,550	.7	39	64	34	52	46	83	254	90	21	608	259
Washington.....	2,406	1.1	103	122	68	71	93	148	333	114	9	941	494

<sup>1</sup> Includes inspecting, testing and adjusting, woodworking, chemicals, and miscellaneous occupational classes.

creases in primary registrations of available workers for both hot and cold metal fabricating. The former increased 8.3 percent to 10,000, and the latter 9.7 percent to 13,300 registrations.

Labor shortages persisted, nevertheless, in many key defense occupations, especially in the ship and boat building, aircraft, and ordnance industries. These inadequacies were further intensified by the fact that the areas of adequate labor supply did not coincide geographically with the areas producing defense goods, where the need for such workers was greatest.

Serious deficiencies in local supply continued in the vital ordnance and machine-tool centers of Connecticut and the aircraft plants and navy yards of Maryland. Connecticut had 1,080 primary registrants on October 18 to meet an estimated need for 18,000 workers in the next few months, and Maryland had only 960 available registrants for 31,000 anticipated jobs. On the West Coast, similar shortages were reported for California, Oregon, and Washington.

Primary registrants in California increased 2.8 percent to 14,200. Part of the increase resulted from curtailment of nondefense production; most of the rise, however, is accounted for by the increased number of registrants in the building-construction industry. Less than 10,000 primary registrants were available to fill six times that number of anticipated openings in the aircraft, ship and boat building, and other defense industries. The 1,600 registrants in Oregon and 2,500 in Washington, although above the September 13 figures, were considerably below the numbers necessary to meet anticipated needs, which are estimated at about 12,000 for each State. Migration to the West Coast States may become an increasingly important factor in future labor supply as the defense vocational training program expands in the Rocky Mountain and North Central areas.

Defense construction work and the migration of workers to other defense areas continued to draw on available registrants in Minnesota, Nebraska, and North Dakota. In Iowa, however, lay-offs in the washing-machine and other durable consumer-goods industries have tended to increase the supply of available workers.

Curtailment of nondefense durable-goods production is resulting in a new source of skilled labor for defense plants in the Great Lakes region.

Lay-offs in plants producing automobiles, automobile accessories, glass, washing machines, refrigerators, and stoves contributed to the 16-percent increase to 18,200 primary registrants in Michigan. Defense automotive equipment, aircraft, nonelectrical-machinery, and iron and steel industries in the State should absorb one and a half times this number of workers in the next few months.

The increase of 18 percent in primary registrations in Illinois is attributable in part to serious curtailment of the production of stoves and other heating equipment. More than 3,000 of these 14,000 registrations, however, were in building-construction occupations, while the State's predominant defense labor needs were in the aircraft, electrical and nonelectrical machinery, iron and steel, and railroad-equipment industries.

The 8.3-percent increase in primary registrants for Pennsylvania reflects in part increased lay-offs in refrigerator, electrical-equipment, aluminum, and automobile parts and assembly plants. Although the total number of primary registrants in Ohio showed almost no change from September 13, there have been significant lay-offs in the household electrical equipment and other non-defense industries in which metals are used. These lay-offs have been offset, however, by placements in defense plants. It is expected that 50,000 defense workers will be needed in Pennsylvania in the coming months and 38,000 in Ohio.

With two-fifths of New York's 23,400 primary registrants concentrated in building-construction trades, the 16-percent increase over September 13 is accounted for largely by the addition of almost 2,100 registrants in that industry alone. Lay-offs in nondefense plants, due to curtailment of material supplies, have caused increases in a number of other occupational groups. Stringencies continued in the supply of workers for the machinery and aircraft plants in the State.

### **Placement Activities**

The number of jobs filled by the public employment service showed a counter-seasonal decline of 1 percent in October. The number of placements—539,000—was second only to the record high of the previous month and was 32 percent above the same month of last year. Although job applications rose 6.5 percent to 1.5 million, partly because of the completion of defense construction projects and of priorities unemployment, the active file

continued to decrease. The 4.2 million persons registered for work in October constitute the smallest number on record.

The public employment service filled 4.6 million jobs in the 10 months January–October, one and one-half times the number filled in the same

**Table 2.—Placement activities of public employment offices for all registrants, by State, October 1941**

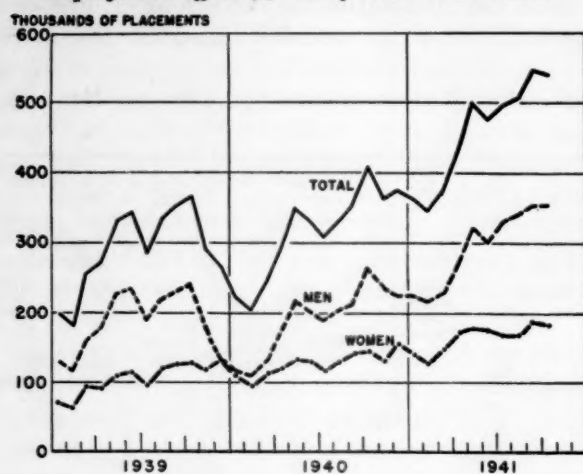
[Corrected to Nov. 24, 1941]

Social Security Board region and State	Complete placements								Supple- mentary place- ments	Total applications received		Active file as of October 31, 1941		
	October 1941				January–October 1941					Number	Percent- age change from Sep- tember 1941	Number	Percentage change from—	
	Num- ber	Percentage change from—		Regu- lar (over 1 month)	Total		Regular						Sept. 30, 1941	Oct. 31, 1940
		Sep- tember 1941	Octo- ber 1940		Number	Percent- age change from Jan- uary– October 1940	Number	Per- cent of total						
Total.....	539,001	-1.2	+32.3	341,757	4,591,233	+51.0	2,925,479	63.7	395,570	1,487,603	+6.5	4,241,918	-2.6	-8.3
Region I:														
Connecticut.....	9,095	-1.3	+11.5	6,223	86,816	+59.3	62,510	72.0	10	21,192	-2.7	30,531	-13.7	-49.5
Maine.....	5,090	-3.3	+154.0	3,987	39,450	+103.3	30,831	78.2	0	11,307	+17.8	20,634	+2.2	-21.8
Massachusetts.....	9,328	-9.6	+58.9	7,302	88,747	+119.0	72,240	81.4	15	56,826	+8.4	125,882	-6.9	-5.8
New Hampshire.....	2,312	-21.3	+9.4	1,707	22,273	+11.7	17,078	76.7	33	6,704	+12.8	10,769	+2.6	-35.3
Rhode Island.....	2,024	-7.0	+50.5	1,641	20,803	+158.0	17,301	83.2	1	9,090	+9.8	26,879	+5.6	-17.0
Vermont.....	1,345	-19.6	-4.5	789	11,859	+24.5	6,929	58.4	168	2,693	+16.0	5,996	+9.1	-50.9
Region II:														
New York.....	55,555	-11.4	+45.9	30,868	467,539	+72.4	265,506	56.8	895	169,161	+11.4	405,799	+5.5	-14.6
Region III:														
Delaware.....	1,498	-23.4	-21.5	634	15,065	+26.2	7,575	50.3	49	2,580	-15.2	6,622	-4.3	-30.1
New Jersey.....	17,663	-1.2	+41.6	10,617	157,561	+65.9	98,971	62.8	2	56,149	+14.2	153,783	-3	-21.2
Pennsylvania.....	24,123	-9	+43.4	17,901	199,137	+56.4	146,985	73.8	2,080	103,575	+9.3	265,445	-2.5	-14.4
Region IV:														
Dist. of Col.....	5,948	+4.6	+14.9	2,851	53,245	+37.2	24,994	46.9	4	12,633	+16.9	19,630	+9	-27.8
Maryland.....	6,120	-8.4	+15.9	4,310	61,715	+58.5	41,312	66.9	67	23,125	-3.4	29,806	+2.5	-44.1
North Carolina.....	13,435	-12.4	+5.0	9,047	161,000	+127.8	132,462	82.3	6,624	32,888	+1.2	89,749	-7	+15.1
Virginia.....	10,498	+3.6	+23.8	7,706	109,578	+91.6	84,139	76.8	142	24,228	+14.3	47,759	-8.1	+7.8
West Virginia.....	5,030	+5.3	+31.0	3,429	39,563	+46.1	25,452	64.3	315	14,904	+4.6	48,948	-13.3	-19.2
Region V:														
Kentucky.....	4,189	-3.9	+23.6	3,058	39,727	+49.4	27,284	68.7	119	19,628	+5.5	75,344	-5.4	-16.5
Michigan.....	16,144	+7.1	+11.4	10,521	141,525	+28.9	94,336	66.6	414	57,625	-1.2	125,619	+5	-39.2
Ohio.....	28,637	-4.1	+53.2	16,674	245,349	+64.4	141,562	57.7	355	67,091	+8.0	201,845	-5.1	-40.2
Region VI:														
Illinois.....	22,527	+1.2	+37.6	14,334	213,392	+59.8	130,076	61.0	1,639	75,594	-8.6	174,365	-7.9	+6
Indiana.....	13,455	-9.0	+21.6	8,885	127,927	+62.5	85,442	66.8	543	36,737	+6.9	227,248	+3	+65.8
Wisconsin.....	10,253	-15.0	+25.6	5,775	98,526	+45.9	58,295	59.2	396	25,544	+3.5	72,062	-1.0	-25.8
Region VII:														
Alabama.....	6,101	-4.6	+48.3	4,647	55,931	+28.4	39,073	69.8	551	25,034	-4.1	85,435	-6.8	-9.3
Florida.....	7,292	+23.7	-8.6	5,581	59,966	+67.6	46,192	77.0	164	20,942	+14.9	104,825	-5.6	+41.1
Georgia.....	13,177	+10.6	+44.6	9,738	101,109	+22.0	68,210	67.5	240	40,677	+21.9	97,179	+5.0	-33.8
Mississippi.....	7,185	-28.2	-17.5	5,764	59,445	+35.8	50,448	84.9	1,439	29,445	+10.8	79,929	+2.6	+16.6
South Carolina.....	7,135	-4.3	+78.0	5,484	74,876	+150.6	62,886	84.0	287	23,263	+17.4	63,655	+17.1	+59.5
Tennessee.....	11,086	+3.7	+63.5	8,121	88,250	+71.7	63,949	72.5	164,914	21,328	+16.4	123,164	-1	+17.1
Region VIII:														
Iowa.....	10,622	+6.0	+72.0	6,515	82,335	+24.8	45,394	55.1	672	19,047	+13.6	54,029	-12.5	-17.5
Minnesota.....	10,382	+6.6	+34.1	4,774	80,277	+31.0	41,676	51.9	294	29,514	+3.4	73,905	-4.0	-28.2
Nebraska.....	4,748	-4	+4.7	2,346	36,041	+22.4	19,794	54.9	231	8,509	+6.9	43,015	-1.6	+13.4
North Dakota.....	6,494	-6.8	+45.7	1,292	44,597	+21.0	15,844	35.5	640	8,116	-6.0	20,823	-8.7	-7.2
South Dakota.....	2,160	-11.8	+7.9	919	18,449	+21.1	9,124	49.4	2,862	5,378	+1.8	16,906	+4.8	-18.0
Region IX:														
Arkansas.....	9,070	+14.5	-26.5	7,315	69,164	+31.6	36,225	52.4	14,854	22,109	-6.3	95,691	-4.2	+150.8
Kansas.....	9,766	+11.6	+83.3	5,021	73,564	+77.6	36,522	49.6	508	20,028	-5.7	60,492	-6.4	+15.5
Missouri.....	21,020	+28.0	+104.3	16,411	151,226	+90.5	110,550	73.1	2,795	52,659	-2.3	193,212	-3.6	+36.6
Oklahoma.....	5,563	-9.4	+42.0	2,662	45,211	-9.9	21,535	47.6	9,541	21,469	+17.0	90,207	-10.0	+72.3
Region X:														
Louisiana.....	7,554	+8.8	-11.9	5,527	62,786	+62.7	47,233	75.2	3,063	23,752	+8.9	122,234	-3.9	+14.2
New Mexico.....	5,828	+45.6	+40.1	1,435	22,425	+38.7	11,647	51.9	8,059	4,031	+16.9	25,301	-1.9	-10.3
Texas.....	37,763	-5.3	+9.4	22,631	336,610	+17.4	188,954	56.1	103,897	65,695	-3.8	281,019	-10.6	+39.4
Region XI:														
Arizona.....	2,414	-3.8	-6.8	1,468	25,425	-3.3	14,221	55.9	8,494	5,037	+19.8	15,832	+4.5	-16.6
Colorado.....	4,018	-22.4	-48.3	2,413	42,237	-22.5	22,698	53.7	6,217	10,497	-5.7	42,957	-8.4	-14.3
Idaho.....	4,462	-7.8	+12.6	4,096	33,065	+23.6	16,596	50.2	7,021	3,805	+6.7	19,590	-6.3	(1)
Montana.....	2,945	+4.1	+29.1	1,799	24,552	+26.9	16,921	68.9	1,174	5,154	-5.3	9,240	-7.7	-44.8
Utah.....	3,927	-1.4	+97.5	1,901	25,395	+70.9	12,601	49.6	505	10,767	+24.0	15,219	-6.5	-34.7
Wyoming.....	1,699	-31.4	+23.6	1,018	16,499	+63.5	12,135	73.5	136	2,150	-15.6	4,324	+10.1	-14.4
Region XII:														
California.....	47,565	+6.8	+71.0	28,281	354,652	+64.3	206,506	58.2	16,242	131,950	+17.5	282,643	+4	-24.9
Nevada.....	1,885	-10.5	+87.6	1,037	18,333	+63.4	11,318	61.7	69	3,071	+2.5	3,390	+14.9	-40.2
Oregon.....	13,031	+9.8	+97.8	9,264	93,614	+80.3	68,103	72.7	14,870	17,222	+7.9	21,370	+11.4	-33.8
Washington.....	7,887	+4.2	+28.4	4,511	75,134	-4.3	42,666	56.8	11,934	24,123	+5.6	27,225	+2.7	-69.8
Territories:														
Alaska.....	932	-13.5	+76.2	638	9,313	+58.7	6,828	73.3	19	1,415	-3.4	959	+26.2	-24.9
Hawaii.....	1,021	+25.3	+9.3	909	9,955	+13.3	8,350	83.9	7	2,142	-8.2	3,433	+8.6	-61.0

<sup>1</sup> Total excludes Idaho, for which data are not comparable.



**Chart 1.—Placements of men and women by public employment offices, January 1939–October 1941**



period of 1940. About 3.1 million different persons, in contrast to 1.9 million in 1940, were placed in the first 10 months of the year. In the 16 States which are centers of defense activity, there was an increase of about two-thirds in the number of placements made in the first 10 months of this year as compared with January–October 1940; in all other States combined, the rise in placements was about one-third.

**Placements.**—Despite the reduction in the national total, 20 States, including such important defense centers as California, Illinois, Kansas, Michigan, Missouri, and Virginia, made more placements in October than in the preceding month (table 2). Increases ranged from 1.2 percent in Illinois to 46 percent in New Mexico. In Louisiana large numbers of sugarcane harvest hands were hired, and in New Mexico the cotton and broomcorn harvests occasioned many placements. In most of the other States, in addition to the needs of defense industries, continuing demands for construction, cannery, and food-processing workers were important factors in the rise in placements. Declines in placements, on the other hand, reflect in many instances seasonal curtailment in certain industries.

In all but eight States—Arizona, Arkansas, Colorado, Delaware, Florida, Louisiana, Mississippi, and Vermont—more jobs were filled than in the same month of 1940. In the fall of 1940, large numbers of workers were being hired in most of these eight States for the construction of Army cantonments and for other defense activities. In Colorado, the 48-percent reduction in complete

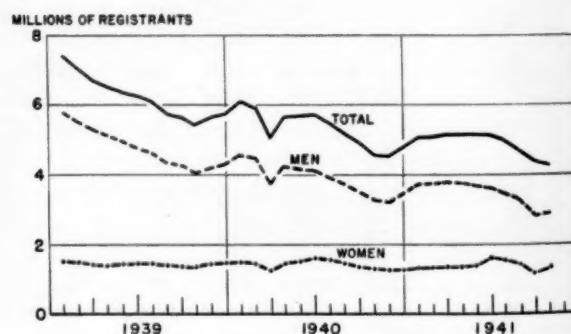
placements from October 1940 is due largely to a change in reporting procedure; temporary agricultural placements were reported as complete placements in 1940 and now are classified as supplementary placements.

In October, men were placed in 358,000 jobs, about twice the number—181,000—filled by women (table 3). Placements of men were 35 percent more numerous than in October 1940, while placements of women were 27 percent higher. Only Arizona, Arkansas, Colorado, Delaware, and Vermont showed declines from October 1940 in placements of both groups. Placements of men alone declined in the District of Columbia, Florida, Louisiana, Mississippi, and North Carolina, and of women alone in Hawaii, Iowa, Minnesota, Nebraska, and South Dakota. In Delaware, the District of Columbia, and New Jersey, where many women are placed in domestic service, more women than men were placed in October 1941.

For women, the ratio of regular jobs to all jobs filled continued to decline from the July–August high of 60 percent and was 56 percent in October. The number of jobs filled by women increased from 143,000 in October 1940 to 181,000 in October of this year, but the proportion of these jobs expected to last a month or more remained about the same. For men, however, the proportion of regular to total job placements has increased appreciably since last October. In October 1941, 240,000 regular jobs were filled by men, 67 percent of all male placements, whereas in October 1940 only 153,000, or 58 percent of all jobs filled by men, were expected to last a month or more.

**Active file of registrants.**—While the demand for qualified workers was increasing, the number of job seekers registered for work on October 31, 1941,

**Chart 2.—Active file of men and women registrants at public employment offices as of end of month, January 1939–October 1941**



represented the fifth successive monthly decline and was 8 percent below that on October 31, 1940 (table 2).

In 35 States, fewer job seekers were registered than a year ago. The largest reductions, ranging

from 40 to 70 percent, were reported by Connecticut, Hawaii, Maryland, Montana, Nevada, Ohio, Vermont, and Washington. Significant increases, on the other hand, were reported by most of the South Central, Southeast, and Gulf States,

Table 3.—Placement activities of public employment offices for men and women, by State, October 1941

[Corrected to Nov. 24, 1941]

Social Security Board region and State	Men						Women					
	Complete placements			Total applica- tions received	Active files of Oct. 31, 1941		Complete placements			Total applica- tions received	Active file as of Oct. 31, 1941	
	Number	Percent- age change from October 1940	Regular (over 1 month)		Number	Percent- age change from Oct. 31, 1940	Number	Percent- age change from October 1940	Regular (over 1 month)		Number	Percent- age change from Oct. 31, 1940
Total.....	357,577	+35.2	240,435	986,555	2,902,789	+12.3	181,424	+26.8	101,322	501,048	1,339,129	+14.7
Region I:												
Connecticut.....	5,590	+2.6	4,229	12,883	16,734	-54.2	3,505	+29.5	1,994	8,309	13,797	-42.5
Maine.....	4,011	+214.3	3,223	7,618	13,323	-25.6	1,079	+48.2	764	3,689	7,311	-13.9
Massachusetts.....	5,424	+61.7	4,404	30,952	72,985	-3.8	3,904	+55.2	2,898	25,874	52,897	-8.4
New Hampshire.....	1,788	+9.9	1,315	4,010	6,306	-36.3	524	+7.8	392	2,694	4,463	-33.9
Rhode Island.....	1,100	+62.2	945	5,362	15,121	-15.1	924	+38.5	696	3,728	11,758	-19.5
Vermont.....	948	-5.8	590	1,588	3,596	-56.8	397	-1.2	179	1,105	2,400	-38.2
Region II:												
New York.....	28,563	+57.6	19,390	99,944	244,827	-22.3	26,902	+35.3	11,478	69,217	160,972	+6
Region III:												
Delaware.....	549	-14.6	375	1,595	3,693	-35.6	940	-25.0	259	985	2,929	-21.6
New Jersey.....	7,669	+36.6	5,915	32,387	88,556	-29.8	9,994	+45.7	4,702	23,762	65,227	-5.5
Pennsylvania.....	14,180	+54.2	11,784	68,023	175,353	-19.9	9,943	+30.4	6,117	35,552	90,092	-1.1
Region IV:												
Dist. of Col.....	2,527	-2.2	1,354	6,797	10,091	-38.0	3,421	+31.9	1,497	5,836	9,539	-12.7
Maryland.....	4,087	+6.6	3,209	15,102	19,192	-44.7	2,033	+40.6	1,101	8,023	10,614	-43.0
North Carolina.....	9,051	-8.2	6,277	22,073	57,348	+3.9	4,384	+49.5	2,770	10,815	32,401	+42.4
Virginia.....	6,597	+22.9	5,086	15,237	28,481	+3	3,901	+25.4	2,620	8,991	19,278	+21.3
West Virginia.....	3,215	+49.9	2,614	10,753	37,561	-24.6	1,815	+7.2	815	4,151	11,387	+6.0
Region V:												
Kentucky.....	2,654	+13.4	2,026	13,569	57,235	-19.7	1,535	+46.5	1,032	6,069	18,109	-4.1
Michigan.....	11,448	+13.2	7,520	38,977	88,680	-45.2	4,696	+7.3	3,001	18,648	36,933	-17.6
Ohio.....	17,991	+64.4	10,773	44,751	131,421	-47.2	10,646	+37.5	5,901	22,340	70,424	-20.5
Region VI:												
Illinois.....	13,865	+61.1	9,171	49,123	120,359	-2	8,662	+11.6	5,163	26,471	54,006	+2.5
Indiana.....	7,905	+21.0	4,914	24,253	157,494	+59.1	5,550	+22.5	3,971	12,484	69,754	+83.0
Wisconsin.....	6,147	+33.0	3,576	16,369	49,983	-32.1	4,106	+15.8	2,199	9,175	22,079	-6.3
Region VII:												
Alabama.....	4,056	+82.0	3,084	16,554	63,172	-15.8	2,045	+41.6	1,563	8,480	22,263	+16.4
Florida.....	5,220	-22.0	4,259	14,789	75,466	+39.0	2,072	+60.7	1,322	6,153	29,359	+46.6
Georgia.....	10,630	+58.7	7,623	27,976	66,657	-34.7	2,547	+5.7	2,115	12,701	30,522	-31.6
Mississippi.....	5,366	-26.4	4,350	21,314	60,893	+12.3	1,819	+28.2	1,414	8,131	19,036	+32.8
South Carolina.....	5,540	+83.9	4,195	17,759	46,905	+59.8	1,595	+60.1	1,289	5,504	16,750	+58.8
Tennessee.....	7,425	+77.9	5,868	14,371	82,308	+12.8	3,661	+40.5	2,253	6,957	40,856	+26.8
Region VIII:												
Iowa.....	8,213	+50.7	5,242	12,496	36,297	-26.7	2,409	-7.2	1,273	6,551	17,732	+11.2
Minnesota.....	7,518	+6.0	3,454	20,885	54,044	-30.0	2,864	-2.1	1,320	8,629	19,861	-22.9
Nebraska.....	4,003	+11.3	1,971	6,093	31,645	+4.5	745	-20.7	375	2,416	11,370	+49.0
North Dakota.....	5,388	+58.0	929	6,119	15,510	-8.8	1,106	+5.6	363	1,997	5,313	-2.5
South Dakota.....	1,662	+13.5	701	4,008	11,882	-23.4	498	-7.4	218	1,370	5,024	-1.4
Region IX:												
Arkansas.....	7,305	-27.3	6,075	18,234	79,460	+167.3	1,765	-23.1	1,240	3,875	16,231	+92.6
Kansas.....	7,895	+112.2	4,139	15,320	47,022	+14.1	1,871	+16.4	882	4,708	13,470	+20.9
Missouri.....	15,730	+141.1	13,082	36,114	138,169	+40.4	5,290	+40.5	3,329	16,545	55,043	+27.9
Oklahoma.....	3,139	+46.1	1,583	16,667	71,497	+67.5	2,424	+37.0	1,079	4,802	18,710	+93.6
Region X:												
Louisiana.....	4,188	-36.1	3,131	16,464	98,661	+13.7	3,366	+67.1	2,396	7,288	23,573	+16.1
New Mexico.....	5,109	+47.3	1,154	3,218	21,185	-11.0	719	+4.2	281	813	4,116	-6.6
Texas.....	27,143	+10.5	17,122	47,498	213,570	+39.8	10,620	+6.5	5,509	18,197	67,440	+38.1
Region XI:												
Arizona.....	1,597	-2.5	1,076	3,493	11,757	-19.4	817	-14.2	392	1,544	4,075	-7.5
Colorado.....	2,585	-57.1	1,628	7,341	30,546	-17.2	1,433	-18.1	785	3,156	12,411	-6.2
Idaho.....	3,676	+12.2	3,324	2,889	16,051	(1)	786	+14.6	772	916	3,539	(1)
Montana.....	2,541	+33.0	1,560	4,085	8,546	-51.6	404	+8.9	239	1,069	2,694	-16.1
Utah.....	3,081	+107.8	1,588	7,331	10,723	-41.4	846	+67.5	313	3,436	4,496	-10.1
Wyoming.....	1,454	+23.2	900	1,766	3,235	-12.8	245	+25.6	118	384	1,069	-18.7
Region XII:												
California.....	32,376	+82.4	19,788	85,945	172,050	-31.7	15,189	+50.9	8,493	46,005	110,593	-11.2
Nevada.....	1,446	+88.8	878	2,442	2,229	-47.8	439	+83.7	159	629	1,161	-17.2
Oregon.....	10,593	+126.6	8,252	13,855	15,708	-37.0	2,438	+27.4	1,012	3,367	5,662	-22.7
Washington.....	5,685	+34.1	3,341	17,478	19,171	-73.0	2,202	+15.9	1,170	6,645	8,054	-58.4
Territories:												
Alaska.....	820	+73.7	595	1,230	618	-43.8	112	+96.5	43	185	341	+91.6
Hawaii.....	884	+16.5	853	1,455	1,473	-78.5	137	-21.7	56	687	1,960	+1.7

<sup>1</sup> Total excludes Idaho, for which data are not comparable.

**Table 4.—Agricultural placements, by State, September and January-September 1941**

[Corrected to Nov. 12, 1941]

Social Security Board region and State	September 1941				January-September 1941		
	All place- ments		Complete placements	Supplementary placements	All placements		
	Number	Percentage change from September 1940			Number	Percentage change from January-Sep- tember 1940	Percent of all place- ments in all indus- tries
<b>Total</b> .....	575,736	+95.8	41,574	534,162	1,398,342	+37.9	25.7
<b>Region I:</b>							
Connecticut.....	861	+243.0	861	0	3,885	+119.7	5.0
Maine.....	609	+554.8	609	0	1,904	+189.4	5.5
Massachusetts.....	272	+174.7	272	0	1,592	+186.8	2.0
New Hampshire.....	451	+485.7	451	0	800	+79.4	3.8
Rhode Island.....	24	( <sup>1</sup> )	24	0	167	( <sup>1</sup> )	.9
Vermont.....	947	+557.6	510	437	1,336	+144.7	12.0
<b>Region II:</b>							
New York.....	7,684	+448.1	4,182	3,502	16,974	+143.4	3.9
<b>Region III:</b>							
Delaware.....	57	( <sup>1</sup> )	45	12	379	+101.6	2.6
New Jersey.....	371	+123.5	371	0	3,315	+88.4	2.4
Pennsylvania.....	933	+226.2	898	35	3,226	+134.6	1.8
<b>Region IV:</b>							
Dist. of Col.....	25	( <sup>1</sup> )	25	0	133	+79.7	.3
Maryland.....	1,382	+433.6	839	543	9,413	+913.2	15.5
North Carolina.....	6,472	+132.6	469	6,003	34,803	+331.9	17.0
Virginia.....	490	+341.6	261	228	4,092	+32.1	4.0
West Virginia.....	673	+904.5	412	261	1,085	+279.4	2.9
<b>Region V:</b>							
Kentucky.....	136	+37.4	134	2	1,633	-8.8	4.4
Michigan.....	1,078	+65.3	461	617	7,329	+26.4	5.6
Ohio.....	1,765	+83.1	1,628	137	6,405	+31.5	2.9
<b>Region VI:</b>							
Illinois.....	1,404	+56.5	1,128	276	11,186	+136.9	5.6
Indiana.....	572	+66.8	571	1	2,013	+5.0	1.6
Wisconsin.....	577	-28.7	537	40	4,845	-5.8	5.3
<b>Region VII:</b>							
Alabama.....	479	-45.5	269	210	8,468	+2.0	16.1
Florida.....	14	( <sup>1</sup> )	13	1	1,635	-77.8	2.9
Georgia.....	443	-60.1	417	26	7,037	-11.0	7.7
Mississippi.....	2,193	+131.1	1,445	748	3,937	+12.0	7.2
South Carolina.....	160	-35.7	152	8	2,494	+107.1	3.5
Tennessee.....	172,893	+808.1	380	172,513	1,230,672	+376.0	75.5
<b>Region VIII:</b>							
Iowa.....	634	-39.3	620	14	8,819	+20.0	11.4
Minnesota.....	1,834	-7.6	1,579	255	16,491	+15.8	22.5
Nebraska.....	327	+47.3	260	67	3,877	+160.2	11.9
North Dakota.....	5,018	-24.2	4,721	297	22,119	-1.3	56.8
South Dakota.....	3,155	+898.4	607	2,548	7,710	+279.2	36.2
<b>Region IX:</b>							
Arkansas.....	106,271	+409.8	980	105,291	194,383	+152.0	83.1
Kansas.....	583	+35.6	543	40	5,193	+68.2	7.7
Missouri.....	10,228	+72.7	1,487	8,741	25,163	+26.2	16.4
Oklahoma.....	11,143	+195.7	154	10,989	28,089	+29.6	39.1
<b>Region X:</b>							
Louisiana.....	516	+54.0	21	495	2,562	+54.4	3.2
New Mexico.....	6,065	+126.8	2,422	3,643	11,163	+39.2	46.2
Texas.....	139,581	-17.1	421	139,160	357,825	-25.6	53.2
<b>Region XI:</b>							
Arizona.....	6,944	+66.8	355	6,589	35,760	+39.8	60.0
Colorado.....	7,780	+46.0	732	7,048	32,025	+10.6	50.9
Idaho.....	7,595	+379.2	2,455	5,140	35,410	+143.2	65.0
Montana.....	1,383	+51.1	873	510	9,356	+54.4	36.4
Utah.....	1,287	+129.0	900	387	5,500	+19.6	24.1
Wyoming.....	175	-4.4	127	48	1,563	+7.0	10.4
<b>Region XII:</b>							
California.....	17,384	+17.9	3,106	14,278	60,536	+56.8	15.9
Nevada.....	347	+218.3	333	14	2,964	+68.1	17.0
Oregon.....	34,790	+109.4	761	34,029	118,016	+60.8	57.6
Washington.....	9,633	+74.5	666	8,967	42,401	+38.5	33.2
<b>Territories:</b>							
Alaska.....	16	( <sup>1</sup> )	14	2	44	( <sup>1</sup> )	.5
Hawaii.....	73	( <sup>1</sup> )	73	0	615	+148.0	6.8

<sup>1</sup> Not computed, because less than 50 placements were made in either period.

<sup>2</sup> Excludes 8,353 supplementary placements made in cooperation with the Arkansas State Employment Service prior to August and included in data for Arkansas.

and by Indiana. In Arkansas, the active file was two and one-half times that of October 1940, mainly because registrations were filed in anticipation of employment on defense projects. Except in Indiana and Texas, where there are no validity periods for the active file, the increases are due chiefly to the completion of defense projects which were under way a year ago.

At the end of October 1941, the active file of men numbered 2.9 million and that of women 1.3 million. The number of male job seekers registered for work was 12 percent lower but the number of women registrants was 1.7 percent higher than on October 31, 1940. Male registrants were less numerous in 36 States and women registrants were fewer in 29 States.

*Applications received.*—October recorded the first rise since June 1941 in the number of job applications received. The 1.5 million applications filed with State employment offices in October constituted an increase of 6.5 percent from the preceding month (table 2) and of 6.9 percent from the corresponding month of 1940. Much of the increase over last year is due to the fact that more women are being attracted to the labor market. The 987,000 applications for work filed by men (table 3) constituted an increase of only 2.0 percent from the figure for October 1940, while the 501,000 applications filed by women represented an increase of 18 percent.

In 14 jurisdictions the proportion of new applications to all applications was considerably higher than the Nation-wide average of 46 percent. In these States—mainly situated in the Southeast, Southwest, and Pacific Coast areas, and including the Territories—one-half to two-thirds of all applications filed this month were new. In most of these areas, thousands of workers had applied for jobs at plants engaged in defense production and registered with the public employment service system for the first time.

#### *Interarea Clearance Placements, January-September 1941*

Although placements made through interarea clearance by public employment offices constituted only 3 percent of total placements during the first 9 months of 1941, nearly all were in occupations important to defense. Unskilled workers comprise the largest group moving in interarea clearance and nearly half of the total so placed; skilled work-



ers account for a third and semiskilled workers a tenth of the total.

**Construction workers.**—Three-fourths of the 110,100 clearance placements were made in the construction industry (table 5). This industry bulked largest in the total in January, February, and March, when many huge Army cantonments, air bases, and other military projects were under construction. For the 9 months, construction placements accounted for 96 percent of the 51,400 unskilled, 82 percent of the 38,600 skilled, and 19 percent of the 12,500 semiskilled workers placed.

Of the 83,500 construction workers placed through interarea clearance, the majority—59 percent—were classed as unskilled and 38 percent were listed as skilled; only 3 percent were in the intermediate group of semiskilled workers.

**Nonconstruction workers.**—Of the 26,600 clearance placements made in nonbuilding occupations, 38.3 percent were in semiskilled jobs, 25.5 percent in skilled jobs, and 7.7 percent in unskilled jobs. In the other occupational groups, there were relatively few interarea clearance placements although their total number in September was almost 3 times as large as in January.

In the skilled group (excluding construction workers), the number of workers placed through interarea clearance increased in every month except April and May; during the third quarter placements were more than 70 percent above the average for the first two quarters. The September

placements of this group, chiefly metal-trades workers, were the highest during the 9-month period and totaled 1,247, about 300 above the previous month.

In the semiskilled group there was also a general increase in placements during the 9-month period. Clearance placements of semiskilled workers in aircraft industries during July, August, and September, were far above the average during the first 6 months of the year. Placements of metal-trades apprentices contributed to the gain in the group of metal-trades workers. In both the aircraft and metal-trades occupations there have been great demands and serious shortages of workers. Drivers of motor vehicles comprised the largest part of the group "all other semiskilled."

Nonconstruction unskilled workers placed through interarea clearance averaged only 230 per month over the 9-month period. The number of workers in this classification, however, rose from 39 in January to 402 in September.

The number of workers placed in professional and managerial jobs also increased over the period from 127 in January to 253 in September. Such placements totaled 1,600 for the 9 months and comprised 1.4 percent of total clearance placements. Placements of clerical and sales workers were also relatively few. In this group, the classification "paymaster," usually connected with construction work, is important, and the seasonal factors affecting construction work are evident

Table 5.—Interarea clearance placements in selected occupational groups,<sup>1</sup> by month, January-September 1941

Occupational group <sup>1</sup>	Total	January	February	March	April	May	June	July	August	September
Total.....	110,097	11,705	24,394	14,891	10,869	8,662	8,214	11,353	9,416	10,593
Total construction.....	83,545	10,118	22,505	13,200	8,772	6,017	5,519	7,023	4,990	5,401
Total (other than construction).....	26,552	1,587	1,889	1,691	2,097	2,645	2,695	4,330	4,426	5,192
Professional and managerial.....	1,596	127	105	101	199	147	144	221	299	253
Clerical and sales.....	1,892	185	254	208	177	186	175	272	139	296
Service.....	1,586	72	94	122	166	214	260	293	169	196
Agricultural.....	2,505	194	9	23	60	194	398	382	350	895
Skilled.....	38,569	4,709	10,245	4,706	3,475	2,422	2,612	3,370	3,195	3,835
Construction.....	31,811	4,172	9,682	4,049	2,827	1,844	1,953	2,451	2,245	2,588
All other, chiefly metal trades.....	6,758	537	563	657	648	578	659	919	950	1,247
Semiskilled.....	12,508	610	1,192	821	913	1,178	1,081	2,244	2,416	2,103
Construction.....	2,348	178	396	368	246	189	214	330	227	200
Metal trades.....	1,848	50	47	46	155	330	297	437	263	223
Aircraft.....	4,634	113	346	17	12	46	189	1,035	1,573	1,303
All other.....	3,678	269	403	390	500	613	331	442	353	377
Unskilled.....	51,436	5,807	12,495	8,909	5,879	4,321	3,594	4,571	2,845	3,015
Construction.....	49,386	5,768	12,427	8,783	5,699	3,984	3,352	4,242	2,518	2,613
All other.....	2,050	39	68	126	180	337	242	329	327	402
Unspecified.....	5	1	0	1	0	0	0	0	3	0

<sup>1</sup> Occupations were classified as construction, metal trades, or aircraft, if the preponderant number of workers in the occupation fell into one or the other group.

in the relatively large number of such placements made in the early part of the year. The service group showed a sharp drop in August, only partially regained in September. Demands for resort workers reached their seasonal peak in June and July.

The number of agricultural workers placed through interarea clearance more than doubled from August to September, to reach a high of 895. Agricultural placements represented 2.3 percent of the total interarea placements made during the 9-month period.

#### *Vocational Training Activities*

Reflecting the continued expansion of the training program, placements of trainees by the public employment offices attained a new high of 9,300 in September, a rise of 8.4 percent over August. Cooperating agencies—local schools and WPA offices—report they have been able to find jobs for an additional 14,150 trainees. Thus 139,000 trainees are known to have obtained jobs upon completion of pre-employment refresher courses during the first 9 months of 1941. The Office of Education estimates that on August 31 there were 100,000 enrollments in these courses.

Referrals to these courses by public employment offices increased to 33,100 in September, a level second only to the July peak of 36,100. Further advances in referrals, however, may be difficult since public employment offices in many defense localities are reporting an inability to recruit the trainees necessary to supply local demands for workers. Employers in some areas are finding it necessary to hire green workers and to train them on the job, in order to meet their more urgent needs.

In addition to referring workers to pre-employment refresher courses, the public employment offices were able to place 3,600 young people on youth work defense projects. These work projects are under the supervision of the National Youth Administration, and they provide paid training in defense occupations.

#### *Nature of Data*

This report summarizes the placement and referral activities of public employment offices in connection with the defense training program. Because of the characteristics of the data reported, it is impossible to compare the number of applicants selected for training courses by the employ-

ment service and the number of trainees placed by the service. The information on the number of persons inducted into the training program covers only those selected by the local employment offices; referrals by the WPA and local school authorities are not included. In contrast, the report on placements includes all those made by the employment offices regardless of the agency which originally referred the workers to the training course. Only the first placement of a trainee is reported, provided it is for more than 1 month's duration.

In addition, the number of jobs known to the WPA and local schools to have been obtained by trainees through means other than the public employment offices is shown. To eliminate duplicate reporting of trainee placements, the employment offices review the reports from these cooperating agencies before the data are sent to Washington. Unlike the employment service placements, however, the cooperating agencies have no established procedure to verify the placements which become known to them.

#### *Placement of Trainees*

Training for aircraft occupations appears to offer the job seeker the most likely opportunity for placement. Workers who had taken aviation-service courses accounted for 3,700, or 40 percent of the 9,300 September placements (table 6). The number of trainees placed from these courses, however, was about the same as in the preceding 2 months, whereas placements of trainees from machine-shop, metal-work, and welding courses, in establishing new highs, brought about the gain in placements over the August total. Trainees from machine-shop courses accounted for 30 percent of all placements.

Largely because of the demand for aircraft workers, 43 percent of all placements were made by New York, California, and Washington. Two-thirds of the California placements and almost all of those in Washington were from aviation-service courses.

The increasing reliance in the vocational training program upon young workers is becoming more evident. In September, placements of trainees under 21 years of age were almost equal to those of all trainees aged 25 and over. Some increase in placements of young workers was expected to take place in the autumn, as the large

**Table 6.—Placements of trainees from pre-employment refresher courses, by specified characteristic, September 1941 and January-September 1941**

[Corrected to Nov. 5, 1941]

Characteristic	Placements	
	September 1941	January-September 1941
Total	9,306	57,624
Age (years):		
Under 21	3,381	16,609
21-24	2,217	15,506
25-44	3,016	22,198
45 and over	449	2,973
Unspecified	243	248
Race:		
White	9,209	57,124
Negro and other	97	495
Unspecified	0	5
Type of course taken:		
Aviation services	3,692	23,348
Drafting and blueprinting	95	720
Machine shop	2,808	20,504
Sheet-metal work	649	3,317
Welding	692	3,410
All other	1,370	6,325
Occupation in which placed:		
Professional and managerial	75	721
Clerical and sales	205	1,096
Service	130	621
Agriculture, fishery, and forestry	31	118
Skilled	2,826	18,539
Semiskilled	4,279	27,608
Unskilled	1,760	7,951
Unspecified	0	970

number of June high-school graduates who attended vocational training classes during the summer became eligible for placement in industry. The placements of veterans remained at 2.4 percent of the total, and placements of nonwhite trainees rose slightly, from 0.8 to 1.0 percent.

All occupational groups except the professional and managerial classification shared in the increase in placements. Forty-six percent of the trainees found jobs in semiskilled occupations, more than half of these in occupations required in the building of aircraft. Thirty percent of the placements were in skilled trades. Placements in unskilled occupations accounted for 19 percent of the total. The growing number of placements in unskilled occupations has probably been due in part to the necessary shift of emphasis from refresher to pre-employment training as the defense program grows and the experienced workers find employment.

#### *Applicants Accepted as Trainees*

Machine-shop and aviation-service courses, which have accounted for the bulk of enrollments under the vocational training program, received more than half of all new registrants during the month of September. Although machine-shop courses had most new enrollees, referrals to these courses

have shown significant declines in each of the last 2 months. Referrals to welding courses increased as new classes were opened and old ones expanded, especially in shipbuilding centers. The 5,700 registrants admitted to welding courses established a new high.

While total referrals in September showed a net gain of 1,000 over August, the increase is more than accounted for by the gains in only two States—Texas and Ohio. The important defense States of Connecticut, Massachusetts, Pennsylvania, New York, New Jersey, Maryland, Kansas, and California, with growing demands for trained labor, were unable to approach their previous peak levels because of the lack of suitable trainees. A large part of the drop in total referrals in New York, New Jersey, and Pennsylvania was the result of sharp declines in new enrollments in machine-shop courses. New York, California, and Pennsylvania, however, referred 39 percent of all registrants admitted to training classes during the month. California led in new enrollments to aviation-service courses and, with New York and Washington, accounted for 62 percent of all referrals to these courses.

Youth continue to be the best source of trainees. Fifty-five percent of all persons referred were under 25 years of age, and 32 percent were from the youngest age group—under 21 years. Those 45 years old and over continued to account for about 5 percent of all referrals. One thousand nonwhite trainees were referred for pre-employment training in September, an increase of 200 over August. The 660 referrals of veterans were the fewest since May.

#### *Insurance Activities*

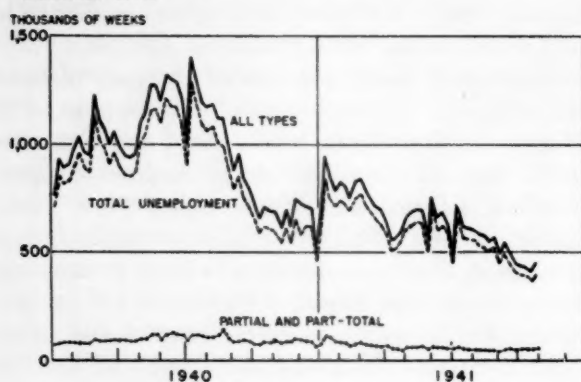
Both unemployment compensation payments and continued claims established new lows in October for the third successive month. Benefit recipients were fewer than in any month of 1940 or 1941, the only years for which comparable data are available. Benefits totaling \$21.4 million were paid to a minimum of 486,000 workers. Continued claims numbered 2.5 million. Claims, payments, and the number of recipients were about one-third below the October 1940 figures and 60 percent or more below those for June 1940, when the Nation's defense program was initiated. Benefit disbursements for the first 10 months of 1941 totaled \$296.8 million, 35 percent less than



payments made during the corresponding period of 1940.

**Weeks compensated.**—Workers received compensation in October for 1.8 million weeks of total unemployment and for 211,000 weeks of partial and part-total unemployment (table 7). Partial unemployment represents less than full-time employment with the employer-employee relationship maintained, while part-total unemployment

**Chart 3.—Number of weeks compensated, by type of unemployment, for weeks ended in January 1940–October 1941**



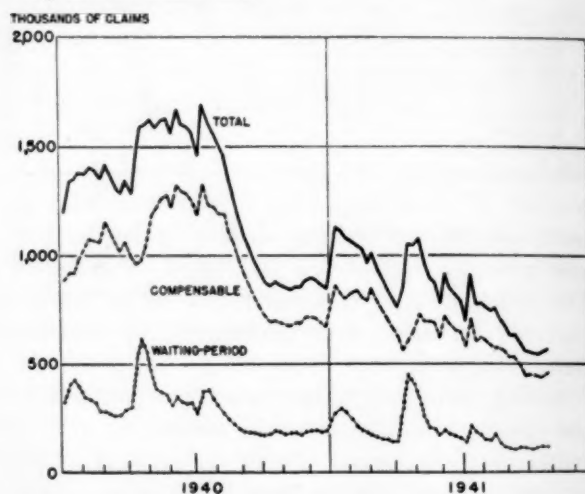
is a period of otherwise total unemployment during which an individual has odd jobs or subsidiary work. The number of weeks of total unemployment for which compensation was paid was 7 percent below September, the previous low record, but the number of compensated weeks of partial and part-total unemployment, which has been increasing since August, rose 8 percent. It is expected that under-employment will be a growing problem as curtailment orders, shortages of materials, delayed deliveries, and plant conversion cause restriction of hours or reduced employment in some industries.

**Benefit payments.**—Despite the reduction in total benefit disbursements, 24 States, including such important centers of defense activity as California, Connecticut, Indiana, Kansas, Massachusetts, Pennsylvania, and Washington, paid more in October than in the preceding month (table 7). Except in Indiana and Kansas, however, disbursements in these States were lower than in October 1940; decreases ranged from 13 to 58 percent. In two other States—Louisiana and New Jersey—the amount of benefit disbursements was higher than in October 1940. Only the District of Columbia and Louisiana

paid more in benefits during the first 10 months of 1941 than in the corresponding period of last year.

Increases in benefit payments were due chiefly to continued unemployment of workers who had reached compensable status after seasonal lay-offs and to transitional unemployment in September and the early part of October. In Indiana, increased disbursements resulted largely from priorities unemployment in Evansville, a lay-off of automobile workers in South Bend when a strike in Cleveland cut off the supply of steel frames, and the tapering off of construction work in many parts of the State. Other Indiana communities faced with critical unemployment con-

**Chart 4.—Number of waiting-period and compensable continued claims received, for weeks ended in January 1940–October 1941**



ditions were Anderson, Kokomo, Muncie, New Castle, Plymouth, and Washington. In California, many small employers were laying men off because it was not possible to get scrap iron, steel, and other metals. In Maine, the principal cause for the increase in disbursements was the seasonal curtailment of employment in the women's shoe industry; in New Hampshire, the closing of the resort season. Payments to displaced silk workers contributed to the increase in Pennsylvania, and seasonal curtailment of canning operations accounted for the rise in Hawaii. At this time last year, large-scale construction projects were under way in Kansas and Louisiana; many of these had been completed by the middle of 1941.

**Claims received.**—Continued claims averaged

556,000 weekly, 8 percent below the previous record low of September 1941 and 320,000 or 37 percent less than in October 1940 (table 8). After dropping to 547,000 in the week ended October 11,

the lowest weekly total on record, the number of persons filing claims for all types of unemployment rose to 552,000 in the week ended October 18, and to 570,000 in the following week. Al-

Table 7.—Continued claims received, weeks compensated, and benefits paid, by State, October 1941

[Corrected to Nov. 24, 1941]

Social Security Board region and State	Continued claims <sup>1</sup>			Weeks compensated					Benefits paid <sup>4</sup>				
	Number	Per- centage change from Sep- tember	Compens- able	Number	Per- centage change from Sep- tember	Type of unemployment			Amount <sup>3</sup>	Per- centage change from Sep- tember	Type of unemployment		
						Total	Partial and part- total combined <sup>2</sup>	Partial only <sup>2</sup>			Total	Partial and part- total combined <sup>2</sup>	Partial only <sup>2</sup>
Total.....	2,547,673	-3.9	2,029,203	1,991,970	-5.6	1,781,110	210,860	134,263	\$21,430,134	-6.6	\$19,911,848	\$1,498,995	\$904,894
Region I:													
Connecticut.....	26,820	+15.1	22,386	10,565	+6.9	16,690	2,875	2,785	208,582	+6.4	189,018	10,271	18,572
Maine.....	15,713	+25.0	12,436	12,198	+24.0	8,746	3,452	2,989	87,829	+22.2	66,363	21,466	18,563
Massachusetts.....	133,720	-13.1	105,098	118,060	+4.9	106,938	11,122	10,464	1,181,516	+4.8	1,119,561	60,955	56,735
New Hampshire.....	13,387	+33.8	8,787	8,857	+39.8	6,799	2,058	1,998	66,483	+41.7	56,296	10,187	9,749
Rhode Island.....	27,250	+2	24,455	24,455	+2.0	22,334	2,121	( <sup>5</sup> )	259,478	+3.5	248,226	11,252	( <sup>5</sup> )
Vermont.....	2,346	+17.0	1,719	1,704	+17.4	1,585	119	83	13,738	+17.4	13,040	545	300
Region II:													
New York.....	413,279	+1.7	317,756	318,696	-2.6	318,696	( <sup>5</sup> )	( <sup>5</sup> )	3,718,007	-1.7	3,718,007	( <sup>5</sup> )	( <sup>5</sup> )
Region III:													
Delaware.....	4,634	+31.8	4,215	4,181	+35.6	2,998	1,183	1,102	37,725	+30.9	30,222	7,494	6,920
New Jersey.....	154,246	+8.4	125,529	115,968	+8	95,335	20,653	20,354	1,311,290	-5.9	1,170,483	139,377	136,795
Pennsylvania.....	188,809	-4.6	125,532	124,632	+4.0	124,632	( <sup>5</sup> )	( <sup>5</sup> )	1,348,424	+7.2	1,348,424	( <sup>5</sup> )	( <sup>5</sup> )
Region IV:													
Dist. of Col.....	12,973	-2.5	10,893	10,549	+2.2	10,076	473	91	126,741	+2.3	121,440	5,028	925
Maryland.....	33,430	-15.2	31,326	29,930	-9.3	25,064	4,866	4,777	339,601	-12.4	303,070	35,301	34,559
North Carolina.....	34,395	-2	47,189	45,811	+3	42,346	3,465	2,864	316,784	+1.2	302,861	13,679	10,424
Virginia.....	24,104	-5.0	20,209	20,101	-6.1	19,181	920	461	159,275	-9.8	153,934	5,010	2,152
West Virginia.....	20,231	+8.0	17,819	19,049	+14.7	12,019	7,030	6,919	170,999	+10.0	121,458	49,541	48,820
Region V:													
Kentucky.....	12,303	-1.1	10,427	20,854	-3.5	17,802	3,052	1,406	150,987	-5.8	137,563	12,923	5,855
Michigan.....	112,518	-39.8	92,625	103,138	-37.5	89,767	13,371	12,313	1,270,220	-43.2	1,152,633	117,587	107,496
Ohio.....	100,156	-8	71,123	65,264	-1.0	59,246	6,018	4,331	613,308	-3	580,551	31,198	21,167
Region VI:													
Illinois.....	157,324	-3.7	142,685	144,535	-2.0	111,306	33,229	21,533	1,687,274	-1.7	1,442,798	238,438	139,737
Indiana.....	58,065	+30.1	45,489	45,424	+22.4	35,960	9,464	( <sup>5</sup> )	515,721	+26.7	445,306	70,147	( <sup>5</sup> )
Wisconsin.....	25,829	+2.1	17,565	16,734	-6.7	13,665	3,069	2,069	176,090	-17.0	152,538	23,552	15,192
Region VII:													
Alabama.....	39,570	+3.6	29,424	28,799	-6.4	26,761	2,038	398	209,348	-4.7	197,476	11,791	2,088
Florida.....	67,441	-23.2	50,280	61,715	-24.6	54,851	6,864	( <sup>5</sup> )	583,190	-24.2	536,290	46,900	( <sup>5</sup> )
Georgia.....	47,478	-5	33,097	32,603	-2.1	31,191	1,412	655	253,231	-7.7	245,247	7,984	3,992
Mississippi.....	16,909	-4.5	13,994	13,292	-9.7	12,795	497	168	112,385	-3.6	109,315	3,045	1,010
South Carolina.....	28,835	+8.4	23,869	20,847	-4.7	18,937	1,910	566	153,716	-4.3	143,674	10,018	2,788
Tennessee.....	61,585	-4.4	56,692	43,393	-9.0	41,736	1,657	300	372,992	-8.6	362,244	10,748	1,664
Region VIII:													
Iowa.....	14,917	-9.9	9,786	9,841	-20.4	8,420	1,421	433	84,875	-20.0	76,469	8,299	2,448
Minnesota.....	32,065	+3.2	25,731	24,934	+2.7	21,336	3,598	2,189	270,874	+6.1	240,807	30,067	18,230
Nebraska.....	8,343	+18.7	6,301	6,121	+7.4	5,596	525	197	54,387	+6.6	50,567	3,810	1,363
North Dakota.....	1,756	+1.0	1,377	1,199	-5.9	1,042	157	79	10,555	-9.0	9,525	1,030	493
South Dakota.....	1,853	-3.1	1,490	1,445	-9.7	1,339	106	( <sup>5</sup> )	11,661	-6.4	11,027	634	( <sup>5</sup> )
Region IX:													
Arkansas.....	16,568	-34.4	14,126	14,126	-37.9	13,500	626	204	100,044	-34.6	96,341	3,703	1,052
Kansas.....	18,771	+13.2	14,704	14,695	+6.7	13,264	1,431	523	146,737	+8.9	136,349	10,388	3,410
Missouri.....	67,591	+4.3	46,955	46,615	-11.3	36,342	10,273	9,670	412,670	-21.2	364,580	47,919	43,106
Oklahoma.....	21,148	+5.4	17,763	16,039	+2.2	14,189	1,850	130	171,924	+5.2	158,105	13,819	824
Region X:													
Louisiana.....	84,735	-13.1	63,763	60,804	-24.7	57,483	3,321	976	605,034	-24.5	577,698	26,147	6,993
New Mexico.....	4,834	-3.5	4,312	3,939	-7.4	3,723	216	47	35,935	-4.4	34,131	1,768	332
Texas.....	71,112	-11.8	60,987	43,034	-18.2	37,504	5,530	95	334,311	-16.7	306,731	27,346	801
Region XI:													
Arizona.....	6,948	+12.0	6,051	5,897	+5.2	5,614	283	18	66,576	+7.4	64,143	2,433	116
Colorado.....	11,517	+4.9	9,229	8,078	-10.4	7,437	641	275	79,932	-11.6	73,553	4,850	1,956
Idaho.....	3,491	-9.0	2,689	2,983	-12.2	2,804	179	13	27,314	-11.2	25,865	1,420	84
Monte'a.....	8,695	+4.5	6,737	6,042	-7.6	6,042	( <sup>5</sup> )	( <sup>5</sup> )	63,670	-7.2	63,670	( <sup>5</sup> )	( <sup>5</sup> )
Utah.....	11,601	+2.0	10,778	10,857	+7.5	9,958	899	245	137,154	+5.2	128,388	8,766	1,938
Wyoming.....	1,779	+4.0	1,146	1,087	-14.8	950	137	23	14,386	+1.7	13,012	1,374	149
Region XII:													
California.....	265,851	+2.9	224,307	216,548	+2.0	184,717	31,831	17,438	3,030,631	+1.7	2,727,668	300,427	151,738
Nevada.....	3,131	+1	2,707	2,302	-5.7	2,153	149	70	29,624	-6.6	28,288	1,336	555
Oregon.....	10,598	+14.1	8,058	6,615	+3.3	5,392	1,223	582	81,175	+4.7	71,467	9,678	3,963
Washington.....	22,252	+17.7	15,038	15,036	+9.6	12,309	2,727	1,641	188,987	+13.3	162,048	26,939	17,009
Territories:													
Alaska.....	1,222	-4.2	819	737	+17.0	714	23	0	10,264	+23.7	10,008	256	0
Hawaii.....	3,515	+77.8	2,730	2,622	+101.8	1,826	796	789	16,480	+63.9	13,310	3,149	3,092

<sup>1</sup> Waiting-period claims are represented by difference between total number and number of compensable claims.

<sup>2</sup> Benefits for partial and part-total unemployment are not provided by State law in Montana, New York, and Pennsylvania.

<sup>3</sup> Includes supplemental payments, not classified by type of unemployment.

<sup>4</sup> Not adjusted for returned and voided benefit checks.

<sup>5</sup> Data for partial unemployment included with data for part-total unemployment.

**Table 8.—Continued claims received for all types of unemployment,<sup>1</sup> by State, for weeks ended in October 1941**

[In thousands; data corrected to Nov. 21, 1941]

Social Security Board region and State	Weekly average		Number for week ended—			
	Number	Percentage change from September <sup>2</sup>	Oct. 4	Oct. 11	Oct. 18	Oct. 25
Type of unemployment:						
All types	555.8	-7.9	554.1	547.4	552.4	569.9
Total only	495.2	-8.8	492.7	488.5	493.9	506.0
Partial and part-total <sup>3</sup>	60.6	+1.8	61.4	58.9	58.5	63.9
All types						
Region I:						
Connecticut	5.7	+7.9	5.3	5.6	5.7	6.1
Maine	3.3	+17.5	2.8	3.4	3.5	3.7
Massachusetts	30.8	-3.5	30.0	29.4	31.5	32.4
New Hampshire	2.9	+34.3	2.3	2.9	2.8	3.7
Rhode Island	5.8	-8.4	6.1	5.8	5.5	5.8
Vermont	.5	+10.4	.4	.5	.5	.5
Region II:						
New York <sup>4</sup>	88.9	-3.4	85.9	89.6	88.2	91.8
Region III:						
Delaware	1.0	+28.7	1.0	1.0	1.0	1.0
New Jersey	33.2	+3.2	31.4	32.8	34.1	34.6
Pennsylvania <sup>4</sup>	41.8	-4.4	43.7	42.0	41.4	40.2
Region IV:						
Dist. of Col.	2.9	-5.6	2.8	2.8	2.9	3.0
Maryland	7.3	-19.5	7.8	7.1	7.1	7.1
North Carolina	12.1	-3.5	12.1	12.0	12.1	12.1
Virginia	5.3	-8.3	5.7	5.4	5.0	5.2
West Virginia	4.4	-6.0	4.1	4.3	4.6	4.6
Region V:						
Kentucky	2.8	-5.6	2.9	2.6	2.8	2.7
Michigan	25.9	-41.1	30.3	24.4	24.2	24.9
Ohio	21.9	-6.3	22.5	21.9	21.5	21.8
Region VI:						
Illinois	34.8	-6.6	35.5	35.7	33.0	35.0
Indiana	11.5	+9.2	9.3	9.6	11.2	16.1
Wisconsin	5.4	-5.2	4.6	5.2	5.4	6.5
Region VII:						
Alabama	8.6	-4.7	8.6	8.4	8.5	8.9
Florida	15.5	-23.1	17.7	15.3	15.4	13.6
Georgia	10.2	-7.2	9.4	11.6	9.8	10.0
Mississippi	3.7	-9.0	3.7	3.6	3.7	3.8
South Carolina	6.3	+5.5	6.4	6.2	6.5	6.3
Tennessee	12.6	-18.1	13.0	11.2	13.2	12.8
Region VIII:						
Iowa	3.3	-11.9	3.3	3.3	3.4	3.4
Minnesota	6.8	-3.5	6.3	6.8	6.8	7.3
Nebraska	1.8	+14.9	1.8	1.8	1.8	1.8
North Dakota	.4	-3.1	.4	.4	.4	.4
South Dakota	.4	-3.2	.4	.4	.4	.4
Region IX:						
Arkansas	3.9	-32.7	4.4	3.5	3.9	3.6
Kansas	4.0	+3.2	3.7	3.6	4.0	4.5
Missouri	14.6	-1.5	14.0	14.4	15.0	15.3
Oklahoma	4.6	+1.8	4.3	4.4	4.6	5.0
Region X:						
Louisiana	18.8	-18.6	19.0	18.5	18.9	18.6
New Mexico	1.1	-9.8	1.1	1.1	1.1	1.0
Texas	15.8	-15.1	16.2	15.6	15.8	15.8
Region XI:						
Arizona	1.5	+3.3	1.4	1.5	1.6	1.6
Colorado	2.5	-9	2.4	2.5	2.7	2.6
Idaho	.8	-13.0	.7	.8	.8	.8
Montana <sup>4</sup>	1.7	-10.2	1.2	1.8	1.9	2.0
Utah	2.5	-3.5	2.5	2.6	2.5	2.3
Wyoming	.4	-2.8	.4	.4	.4	.4
Region XII:						
California	57.2	-2.0	57.5	55.6	56.7	59.2
Nevada	.7	-6.9	.6	.7	.7	.8
Oregon	2.2	0	2.0	2.0	2.2	2.5
Washington	4.7	+8.9	4.3	4.3	4.8	5.3
Territories:						
Alaska	.2	-14.3	.2	.3	.1	.3
Hawaii	.8	+93.3	.8	.8	.8	.8

<sup>1</sup> Includes claims for total, partial, and part-total unemployment.

<sup>2</sup> Based on unrounded data.

<sup>3</sup> Montana, New York, and Pennsylvania do not provide benefits for partial and part-total unemployment.

**Table 9.—Average weekly number of claimants receiving benefits, number receiving first payments, and number exhausting benefit rights, by State, October 1941**

[Corrected to Nov. 19, 1941]

Social Security Board region and State	Claimants receiving benefits <sup>1</sup>		Claimants receiving first payments		Claimants exhausting benefit rights	
	Average weekly number	Percentage change from September	Number	Percentage change from September	Number	Percentage change from September
Total	430,016	-12.8	185,498	-2.0	98,673	-1.3
Region I:						
Connecticut	4,200	-1.3	2,829	+23.0	847	+2.0
Maine	2,559	+15.1	1,732	+38.0	432	+4.7
Massachusetts	24,656	-13.3	10,039	+29.0	5,373	-38.8
New Hampshire	1,750	+18.9	1,105	+53.2	276	+4.2
Rhode Island	5,203	-7.2	2,617	-7.0	1,880	+3
Vermont	362	+5.2	191	+38.4	74	-19.6
Region II:						
New York	68,806	-8.6	26,932	+11.2	20,215	-12.9
Region III:						
Delaware	894	+28.8	534	+27.4	187	+21.4
New Jersey	24,926	-7.4	14,215	+1.7	5,881	+2
Pennsylvania	26,582	-3.5	12,447	-12.1	8,231	+6
Region IV:						
Dist. of Col.	2,308	-4.1	741	+1.1	302	-17.5
Maryland	6,496	-18.2	2,374	+4.6	1,894	-3
North Carolina	9,830	-11.2	4,354	-5.6	1,513	+28.6
Virginia	4,509	-8.6	2,044	+7.2	999	-34.4
West Virginia	4,142	+7.7	2,666	+44.6	612	-34.3
Region V:						
Kentucky	4,719	-8.8	1,591	-5.6	1,113	-10.2
Michigan	22,637	-43.6	11,790	-44.0	3,015	+67.2
Ohio	12,984	-13.8	6,791	+6.7	2,484	-3.7
Region VI:						
Illinois	30,957	-10.9	14,547	+2	6,494	-6.8
Indiana	8,873	-1	(9)	(9)	(9)	(9)
Wisconsin	3,408	-19.5	(9)	(9)	(9)	(9)
Region VII:						
Alabama	6,406	-8.9	1,972	-10.6	1,027	-10.4
Florida	14,438	-23.8	4,520	-17.6	5,608	-3.0
Georgia	7,302	-4.3	3,053	-5.3	1,346	-4.7
Mississippi	2,944	-14.4	1,244	-8.1	648	+3
South Carolina	4,387	-14.7	1,995	-9.2	477	-18.7
Tennessee	9,648	-12.9	3,915	-3.5	1,813	+11.1
Region VIII:						
Iowa	2,152	-23.8	1,195	+3.8	704	-32.4
Minnesota	5,338	-3.7	2,083	-3.5	1,363	+13.0
Nebraska	1,306	+1.9	659	+43.9	290	-9.1
North Dakota	266	-10.4	111	+9	46	-83.1
South Dakota	328	-8.4	141	+2.9	104	-29.2
Region IX:						
Arkansas	3,311	-36.6	1,261	-34.8	1,235	-30.9
Kansas	3,077	-4.2	1,916	+43.4	726	+7.7
Missouri	10,053	-18.1	6,104	-14.5	2,306	-12.0
Oklahoma	3,614	+2.8	1,915	+18.9	745	-12.0
Region X:						
Louisiana	13,772	-27.3	6,311	-1	5,235	-29.0
New Mexico	856	-12.6	348	+8.1	195	+14.0
Texas	9,716	-20.0	4,973	-10.2	3,070	-22.5
Region XI:						
Arizona	1,306	+1.4	749	-1.8	290	-37.6
Colorado	1,760	-14.9	705	+3.4	409	-14.7
Idaho	563	-29.4	264	+74.8	164	-3.2
Montana	1,224	-20.3	565	+39.5	254	-27.8
Utah	2,318	-1.6	594	-14.3	40	0
Wyoming	235	-20.3	147	+33.6	(9)	(9)
Region XII:						
California	47,106	-2.1	15,782	+9.0	7,374	+6.6
Nevada	520	-7.6	177	-6	116	+4.5
Oregon	1,416	-11.6	804	+11.5	450	-8.2
Washington	3,148	-4.4	1,875	+34.3	590	-1.0
Territories:						
Alaska	143	-9.5	87	+40.3	18	-51.4
Hawaii	560	+87.9	504	+313.1	198	+288.2

<sup>1</sup> Represents average number of weeks of unemployment compensated during weeks ended within month.

<sup>2</sup> Excludes Indiana and Wisconsin.

<sup>3</sup> Excludes Indiana, Wisconsin, and Wyoming.

<sup>4</sup> Represents claimants exhausting benefit rights under uniform-duration provisions of State law.

<sup>5</sup> Data not comparable.

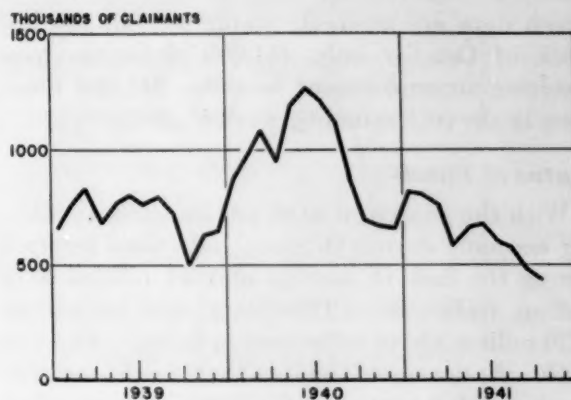
<sup>6</sup> Data not reported.



though fewer continued claims were filed in October than in any month since all States began paying benefits, 29 States reported larger volumes of claim receipts than in the preceding month (table 7). Marked increases occurred in Delaware (32 percent), Hawaii (78 percent), Indiana (30 percent), Maine (25 percent), and New Hampshire (34 percent). California, Connecticut, Kansas, Missouri, New Jersey, New York, Washington, and Wisconsin—important centers of defense activity—also reported increases in continued claims received. The same factors caused the increases in claim receipts in these States as were responsible for the increases in benefit disbursements.

**Average number of claimants.**—The average weekly number of benefit recipients declined 13

Chart 5.—Average weekly number of claimants drawing benefits, by month, January 1939–October 1941<sup>1</sup>



<sup>1</sup> Benefits not payable in Illinois and Montana until July 1939.

Table 10.—Collections deposited in State clearing accounts, January–October 1941, and funds available for benefits as of October 31, 1941, by State

(In thousands; data corrected to Nov. 21, 1941)

Social Security Board region and State	Collections deposited January–October 1941 <sup>1</sup>		Transfers to railroad unemployment insurance account, as of Oct. 31, 1941	Funds available for benefits, as of Oct. 31, 1941 <sup>2</sup>	Social Security Board region and State	Collections deposited January–October 1941 <sup>1</sup>		Transfers to railroad unemployment insurance account, as of Oct. 31, 1941	Funds available for benefits, as of Oct. 31, 1941 <sup>2</sup>
	Amount	Percentage change from January–October 1940				Amount	Percentage change from January–October 1940		
Total.....	\$876,207	+15.8	\$105,901	\$2,427,591	Region VII—Con.				
Region I:					South Carolina.....	\$5,338	+38.7	\$691	\$15,726
Connecticut.....	21,302	+19.9	792	62,528	Tennessee.....	9,466	+31.2	1,527	19,953
Maine.....	4,729	+24.2	255	7,566	Region VIII:				
Massachusetts.....	37,254	+15.8	2,313	101,876	Iowa.....	6,942	+13.5	2,122	21,583
New Hampshire.....	2,816	+10.9	238	8,081	Minnesota.....	8,721	-13.1	2,517	26,995
Rhode Island.....	11,406	+33.7	152	20,249	Nebraska.....	1,933	-25.0	1,682	10,307
Vermont.....	1,614	( <sup>3</sup> )	327	4,485	North Dakota.....	726	+2.0	577	2,405
Region II:					South Dakota.....	704	-28.7	403	3,618
New York.....	128,263	+9.7	6,858	278,695	Region IX:				
Region III:					Arkansas.....	3,186	+10.3	1,088	7,837
Delaware.....	2,548	+11.8	461	9,206	Kansas.....	4,054	-7.2	2,725	16,707
New Jersey.....	51,568	+24.7	4,269	173,112	Missouri.....	22,050	+15.6	4,871	77,078
Pennsylvania.....	74,363	+9.0	6,699	188,156	Oklahoma.....	5,711	+2.7	1,001	20,602
Region IV:					Region X:				
Dist. of Col.....	5,595	( <sup>3</sup> )	793	23,880	Louisiana.....	9,780	( <sup>3</sup> )	1,180	21,684
Maryland.....	15,726	+28.1	1,195	33,140	New Mexico.....	1,455	+14.5	515	3,291
North Carolina.....	11,756	+27.0	1,103	33,837	Texas.....	12,437	-32.5	4,227	63,355
Virginia.....	8,255	-3	2,454	25,377	Region XI:				
West Virginia.....	9,163	+8.6	1,002	25,925	Arizona.....	2,225	+24.6	338	4,707
Region V:					Colorado.....	4,564	+11.2	1,528	12,713
Kentucky.....	10,653	+23.3	2,752	38,657	Idaho.....	1,847	+10.7	373	3,252
Michigan.....	65,706	+31.6	1,932	124,738	Montana.....	2,624	+5.0	1,186	8,801
Ohio.....	62,808	+30.0	8,535	217,512	Utah.....	3,039	+13.7	517	5,925
Region VI:					Wyoming.....	1,146	+7.7	602	2,696
Illinois.....	68,348	+9.3	13,841	238,194	Region XII:				
Indiana.....	25,891	+24.0	3,190	66,325	California.....	85,715	+20.1	7,804	200,602
Wisconsin.....	9,701	+6.2	1,964	65,644	Nevada.....	955	+15.8	357	1,428
Region VII:					Oregon.....	7,662	+25.7	690	15,811
Alabama.....	9,176	+12.2	-----	24,078	Washington.....	13,732	+34.6	1,675	31,808
Florida.....	6,880	+27.1	1,509	14,476	Territories:				
Georgia.....	8,779	+20.9	2,439	29,970	Alaska.....	622	+38.2	13	1,552
Mississippi.....	3,432	+37.5	642	6,119	Hawaii.....	1,822	+1.3	80	8,429

<sup>1</sup> Represents contributions from employers, plus such penalties and interest as are available for benefits, and contributions from employees. Adjusted for refunds of contributions and for dishonored contribution checks. Current contribution rates are as follows: for employers, 2.7 percent of taxable wages in all States except Michigan, where rate is 3 percent; for employees, 1.5 percent of taxable wages in Rhode Island, and 1 percent of taxable wages in Alabama, California, Kentucky, and New Jersey. Experience rating, resulting in modified contribution rates, became effective Jan. 1, 1938, in Wisconsin; Jan. 1, 1940, in Indiana, Nebraska, and South Dakota; Jan. 1, 1941, in California, Kansas, Kentucky, Minnesota, New Hampshire, Texas, Vermont, Virginia, and West Virginia; Apr. 1, 1941, in Alabama, Connecticut, and Hawaii; and July 1, 1941, in Oregon. All States collect contributions on a quarterly basis, either wholly or in part, except West Virginia and Wisconsin, which collect on a monthly basis.

<sup>2</sup> Represents sum of balances at end of month in State clearing account and benefit payment account, and in State unemployment trust fund account maintained in the U. S. Treasury. State unemployment trust fund accounts reflect transfers to railroad unemployment insurance account.

<sup>3</sup> Excludes District of Columbia, Louisiana, and Vermont.

<sup>4</sup> Not computed, because contributions for the 2 periods compared relate to wages paid during different numbers of months.

percent from September to 430,000, approximately 268,000 fewer than in October of last year, and the lowest average weekly total for any month for which data are available (table 9). In the last week of October only 451,000 claimants were receiving unemployment benefits, 241,000 fewer than in the corresponding week of 1940.

### Status of Funds

With the deposit of \$148 million in State clearing accounts during October, collections received during the first 10 months of 1941 totaled \$876 million (table 10). This total was more than \$120 million above collections in January–October 1940. At the end of October 1941, funds available for unemployment benefits totaled more than \$2.4 billion.

Only six States reported lower collections in October than a year ago; reductions ranged from less than 1 percent in Virginia to 33 percent in Texas. In Nebraska and South Dakota, where collections decreased 25 and 29 percent, respectively, the average rate of contribution under experience rating, which has been effective since January 1, 1940, was lower in 1941 than in 1940. In the other States—Kansas, Minnesota, Texas, and Virginia—rate reductions granted to employers since January 1, 1941, were responsible for the declines. In Kansas, however, modified rates were not assigned until after October 1, 1941; consequently employers who had paid contributions on January–June 1941 pay rolls were credited with the excess of contributions between the old and new rates.

### Interstate Claims, Third Quarter, 1941

Although compensable unemployment among workers crossing State boundaries decreased materially in the third quarter of 1941, a sustained migration of persons to defense areas in search of jobs appears to have maintained the amount of unemployment among covered interstate workers at a relatively higher level than among intrastate workers. The number of weeks compensated on interstate claims was 6.5 percent of the number compensated on intrastate claims in the third quarter of 1941, whereas in July–September 1940 it was only 4.6 percent of the number of weeks compensated on intrastate claims. The volume of both interstate and intrastate unemployment, as reflected in the number of weeks of unemploy-

ment compensated, fell to the lowest levels on record. The tabulation below indicates these trends.

Quarter	Number of weeks compensated on—		Number of weeks compensated on interstate claims per 100 weeks compensated on intrastate claims
	Interstate claims	Intrastate claims	
1940			
January-March .....	547, 501	11, 328, 561	4.8
April-June .....	557, 257	13, 057, 934	4.3
July-September .....	557, 490	12, 233, 373	4.6
October-December .....	478, 848	7, 497, 037	6.4
1941			
January-March .....	557, 550	8, 648, 882	6.4
April-June .....	455, 518	7, 247, 526	6.3
July-September .....	406, 266	6, 288, 747	6.5

Interstate claims compensated, however, furnish only a partial index of interstate migration. Skilled and semiskilled workers are finding little difficulty in obtaining employment upon arrival in new areas; consequently their movement from one State to another is not reflected in claims filed. Furthermore, the unskilled migrants—the bulk of those searching for employment across State boundaries—are in many instances agricultural workers and young persons with little or no previous employment experience who are either not covered by State unemployment compensation systems or who fail to qualify for benefit payments because of insufficient wage credits in any one State.

Compared with the third quarter of 1940, fewer interstate benefit payments were made this quarter in all but five jurisdictions—California, District of Columbia, Florida, Hawaii, and Kansas. In Alaska, Idaho, Iowa, Michigan, Ohio, Washington, West Virginia, Wisconsin, and Wyoming, the number of weeks compensated fell to half, or less than half the number compensated in July–September 1940. Similarly, activity as agent State was curtailed in all jurisdictions; only Hawaii and Kansas transmitted more claims as agent State this quarter.

From some States, covered workers have migrated to every corner of the country seeking employment. California and New York received claims from every other State, and only Maine failed to transmit any claims to Illinois (table 11). Eight other States paid benefits to claimants in at least 45 jurisdictions.

Source: Bureau of Unemployment Compensation, based on reports received from States by State, and on interstate claims received as liable State from agent State by State.

Table 11.—Number of weeks of unemployment compensated by payments on interstate claims received as liable State from agent State by State, July-September 1941  
[Corrected to Nov. 19, 1941]

Social Security Board region and liable State	Social Security Board region and agent State																										
	Region I					Region II		Region III			Region IV				Region V			Region VI			Region VII						
Total	Conn.	Maine	Mass.	N.H.	R.I.	Vt.	N. Y.	Del.	N. J.	Pa.	D. C.	Md.	N. C.	Va.	W. Va.	Ky.	Mich.	Ohio	Ill.	Ind.	Wis.	Ala.	Fla.	Ga.	Miss.	S. C.	Tenn.
4,406,266	7,701	3,244	13,048	2,893	5,061	1,115	22,840	1,125	19,100	18,807	5,117	6,299	5,758	8,873	3,804	9,820	12,515	10,719	12,735	7,709	5,000	9,876	16,426	10,674	6,169	4,853	10,045
Region I: Connecticut.....	4,730	910	287	16	2,006	239	197	15	39	45	13	8	13	7	1	32	24	28	2	21	26	198	30	1	24	22	
Maine.....	2,282	1,024	348	82	35	198	0	49	17	16	13	10	13	0	21	36	145	171	21	67	67	641	38	0	0	0	
Massachusetts.....	14,131	1,380	1,428	2,831	314	3,139	27	468	36	151	203	30	29	29	54	139	145	171	21	40	67	641	38	0	0	0	
New Hampshire.....	3,028	1,137	1,081	128	95	182	0	17	38	0	5	5	20	0	12	11	3	11	0	14	2	95	0	0	28	0	
Rhode Island.....	3,855	84	1,736	105	16	359	10	122	94	44	62	23	23	1	5	4	48	43	0	11	5	133	7	0	8	2	
Vermont.....	728	22	301	73	11	132	0	2	1	0	0	0	0	0	0	7	1	0	6	0	0	10	2	0	0	7	
Region II: New York.....	65,968	4,427	825	4,896	565	1,653	461	218	11,379	8,216	1,810	1,882	856	1,534	412	308	1,985	1,998	1,852	410	306	838	6,242	805	194	636	372
Region III: Delaware.....	1,185	0	7	0	10	101	0	112	11	27	5	246	7	45	1	7	4	0	10	0	0	42	6	0	0	0	
New Jersey.....	9,823	53	355	45	21	2,450	249	2,393	155	523	83	211	63	49	171	287	141	141	68	22	54	673	87	30	77	75	
Pennsylvania.....	12,976	235	51	187	17	54	20	2	764	6	189	503	146	287	399	67	545	988	336	110	39	70	603	88	31	55	88
Region IV: Dist. of Col.	4,755	19	0	110	0	2	764	6	189	503	604	200	620	68	61	63	37	122	28	22	73	383	46	8	133	91	
Maryland.....	5,980	30	16	92	0	24	0	745	173	298	1,054	203	205	206	102	68	179	75	48	11	12	174	90	2	109	122	
North Carolina.....	6,356	9	16	50	25	20	12	244	3	142	421	729	637	948	128	40	39	46	38	24	110	235	668	42	161	216	
Virginia.....	7,523	25	44	112	0	30	11	406	49	124	515	113	323	345	325	264	137	613	163	149	111	185	352	213	45	183	679
West Virginia.....	4,874	0	17	9	11	0	190	12	50	515	113	323	345	325	264	137	613	163	149	111	185	352	213	45	183	679	
Region V: Kentucky.....	6,511	8	0	17	9	11	0	94	0	2	48	10	46	136	63	190	470	750	298	546	8	196	182	88	142	60	638
Ohio.....	8,902	36	2	126	21	16	0	881	1	87	740	24	25	126	63	534	104	149	111	11	129	118	39	17	19	309	
Michigan.....	11,163	36	2	156	21	16	0	745	0	119	896	24	106	70	145	534	298	639	55	150	446	387	94	118	17	1,024	
Indiana.....	34,857	82	0	278	4	38	10	1,528	11	226	520	175	136	137	69	160	972	998	680	55	150	446	387	94	118	21	
Wisconsin.....	6,048	4	19	1	0	23	3	9	73	24	10	4	36	55	2,399	2,404	437	437	2,873	1,040	209	959	182	157	106	896	
Illinois.....	6,781	0	8	28	0	22	0	3	12	2	0	3	3	0	30	96	31	191	20	0	0	0	0	0	0	6	
Region VI: Alabama.....	6,328	124	65	445	69	177	57	594	515	112	171	146	198	106	253	547	544	488	309	44	2,274	1,718	4,349	80	21	453	
Florida.....	7,760	24	14	38	1	10	0	182	12	64	94	38	71	264	207	23	123	192	130	70	44	2,071	1,718	4,349	80	21	
Georgia.....	4,481	0	0	7	0	0	0	138	0	3	32	0	51	584	103	10	7	851	254	350	57	0	0	0	0	0	
Mississippi.....	2,167	0	0	0	0	0	0	138	0	24	24	42	51	584	103	10	7	851	254	350	57	0	0	0	0	0	
South Carolina.....	10,281	16	5	18	0	2	8	139	17	37	101	109	157	293	407	65	960	0	0	0	0	0	0	0	0	0	
Tennessee.....	2,041	0	0	0	0	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Region VII: Iowa.....	3,734	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Minnesota.....	2,544	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Nebraska.....	1,001	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
North Dakota.....	6,708	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
South Dakota.....	6,390	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Region IX: Arkansas.....	6,390	0	0	16	0	55	0	6	8	11	17	20	1	6	123	371	75	219	61	0	38	90	45	28	311	24	620
Kansas.....	6,390	0	0	16	0	55	0	6	8	11	17	20	1	6	123	371	75	219	61	0	38	90	45	28	311	24	620
Missouri.....	10,712	9	4	44	2	172	0	52	69	41	16	13	96	8	151	349	321	1,357	331	43	2	223	18	11	9	33	
Oklahoma.....	9,822	2	5	0	0	13	0	21	35	7	14	19	34	12	70	70	32	202	56	9	72	102	88	99	5	136	
Region X: Louisiana.....	9,297	5	0	0	0	135	0	22	30	25	4	45	20	40	74	103	37	153	22	12	351	197	208	2	147	2	
New Mexico.....	3,342	0	0	0	0	20	0	0	0	3	0	2	0	0	16	22	22	15	5	0	15	9	197	208	2	147	
Texas.....	9,146	0	0	0	0	94	0	2	28	40	12	14	36	42	42	46	68	88	212	84	32	214	74	72	206	36	122
Region XI: Arizona.....	4,513	2	0	0	0	35	0	6	4	0	0	0	7	2	34	55	24	152	49	20	43	14	18	0	0	25	
Colorado.....	5,141	0	0	0	0	51	0	22	48	20	0	5	34	2	34	55	24	152	49	20	43	14	18	0	0	25	
Idaho.....	1,300	0	0	0	0	0	0	0	11	0	0	5	2	0	0	0	0	0	0	0	0	0	0	0	0	0	
Montana.....	4,737	8	0	0	0	6	0	0	0	5	0	10	1	8	104	8	34	2	60	0	9	22	0	0	0	0	
Utah.....	2,395	0	0	0	0	14	0	0	0	3	0	3	0	3	10	4	9	27	7	13	1	0	0	0	0	0	
Wyoming.....	1,164	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Region XII: California.....	49,106	142	52	419	36	2,672	18	344	746	147	109	225	254	177	296	923	857	1,842	718	451	375	418	150	151	89	613	
Nevada.....	3,094	0	0	0	0	26	1	7	0	0	14	0	0	5	4	0	35	25	17	25	2	10	13	5	19	6	
Oregon.....	2,684	0	0	0	0	24	0	0	0	0	0	0	0	0	0	10	7	48	9	0	2	18	0	0	0	9	
Washington.....	3,133	0	0	15	0	20	0	6	18	0	4	15	0	0	3	24	25	27	0	16	2	0	0	0	7	1	
Territories: Alaska.....	2,795	6	0	0	0	2	0	14	0	0	0	0	0	0	0	14	0	12	1	10	0	0	4	0	0	0	
Hawaii.....	7,380	0	0	0	0	11	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	10	

See footnotes at end of table.



Table 11.—Number of weeks of unemployment compensated by payments on interstate claims<sup>1</sup> received as liable State from agent State,<sup>2</sup> by State,  
July–September 1941—Continued

[Corrected to Nov. 19, 1941]

Social Security Board region and agent State																								
Region VIII					Region IX				Region X				Region XI					Region XII			Territories			
Iowa	Minn.	Nebr.	N. Dak.	S. Dak.	Ark.	Kans.	Mo.	Okla.	La.	N. Mex.	Tex.	Ariz.	Colo.	Idaho	Mont.	Utah	Wyo.	Calif.	Nev.	Oreg.	Wash.	Alaska	Hawaii	
3,752	5,083	2,332	1,056	1,164	9,456	8,596	15,444	13,346	7,737	2,623	15,788	4,226	4,716	2,324	1,589	2,718	824	41,099	1,831	7,772	10,308	230	824	
Total																								
Region I: Connecticut																								
0	19	2	0	0	0	0	0	16	9	4	1	14	22	5	0	0	0	0	191	21	1	12	0	0
Maine																								
0	0	4	0	0	0	0	0	0	0	0	0	0	6	0	0	0	0	0	19	0	0	8	0	0
Massachusetts																								
4	28	7	0	0	22	12	13	39	12	40	0	58	53	41	7	12	12	0	678	0	1	40	2	11
New Hampshire																								
3	0	0	0	0	0	0	0	0	11	0	0	0	0	0	0	0	0	0	23	0	4	0	0	0
Rhode Island																								
0	0	1	0	0	0	0	0	0	0	7	0	18	9	0	0	2	0	0	135	0	7	9	0	0
Vermont																								
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	12	0	0	0	0	0
Region II: New York																								
165	317	67	50	18	122	116	577	287	322	79	767	222	316	32	85	74	25	7,701	120	57	241	12	66	0
Region III: Delaware																								
0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	33	9	0	0	0	0
New Jersey																								
0	0	2	19	3	3	17	78	18	37	11	73	57	28	8	1	0	0	0	640	12	12	18	1	8
Pennsylvania																								
30	54	4	0	1	26	37	31	28	18	2	80	12	36	0	13	1	0	0	410	0	28	18	1	1
Region IV: Dist. of Col.																								
22	22	25	0	0	21	33	42	35	55	3	39	10	17	7	0	0	0	0	173	1	9	7	0	0
Maryland																								
30	0	0	0	0	14	11	14	43	6	0	59	0	0	0	0	0	0	0	174	0	6	23	0	0
North Carolina																								
34	11	0	0	0	31	34	10	19	15	0	11	1	10	0	0	0	0	0	94	0	10	14	0	0
Virginia																								
18	40	0	0	0	7	24	34	10	19	13	9	37	22	20	13	1	0	0	116	4	3	11	0	0
West Virginia																								
34	0	8	0	0	0	17	14	73	26	28	0	66	44	22	8	0	0	0	74	2	20	70	0	0
Region V: Kentucky																								
107	237	16	23	41	392	108	470	180	78	20	76	58	91	8	16	0	0	0	784	13	39	70	0	5
Michigan																								
43	43	2	13	4	54	55	90	14	32	7	142	36	54	5	5	0	0	0	11	0	15	68	3	0
Ohio																								
1,058	915	260	49	89	835	578	2,675	2,201	526	122	1,756	259	407	28	58	36	65	0	663	20	153	435	7	8
Region VI: Illinois																								
59	112	4	1	1	0	112	46	23	58	26	4	27	0	16	1	0	0	0	7	318	0	3	17	0
Indiana																								
0	0	0	11	12	11	14	56	44	351	8	9	266	1	33	9	0	0	0	204	11	1	2	5	0
Region VII: Alabama																								
88	54	27	10	0	218	29	183	49	222	1	233	40	51	0	2	5	1	0	337	0	23	7	0	2
Florida																								
0	0	0	0	0	0	33	5	126	38	36	0	130	2	0	0	0	0	0	114	0	0	12	9	0
Georgia																								
0	3	8	0	0	0	291	10	161	1	498	5	273	1	0	0	3	0	0	110	3	13	0	0	0
Mississippi																								
0	13	0	0	11	15	0	1	10	39	6	12	0	0	0	0	0	0	0	45	0	0	0	0	0
South Carolina																								
0	23	13	9	4	842	53	439	132	222	6	100	9	38	37	7	28	4	315	0	6	8	0	0	1
Tennessee																								
11	219	109	8	40	10	69	373	25	39	0	43	15	43	11	59	2	24	975	5	136	228	12	0	0
Region VIII: Iowa																								
173	70	5	161	128	53	98	129	196	43	16	48	0	47	11	59	2	24	975	5	136	228	12	0	0
Minnesota																								
141	273	5	33	35	2	13	5	1	23	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Nebraska																								
18	99	26	33	35	2	13	5	1	23	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North Dakota																								
98	99	26	33	35	2	13	5	1	23	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
South Dakota																								
32	58	167	134	19	15	588	3,373	2,354	1,800	20	53	108	32	236	15	5	5	41	204	13	4	47	55	0
Region IX: Arkansas																								
286	112	31	4	4	7	708	944	804	88	97	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Missouri																								
52	17	3	3	5	1	189	77	158	512	25	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Oklahoma																								
51	19	7	0	0	2	596	148	362	2,162	1,690	429	476	78	38	37	14	14	1,815	56	27	103	0	1	
Region X: Louisiana																								
12	0	13	0	0	1	148	85	95	436	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New Mexico																								
32	62	34	0	0	2	109	101	111	333	20	20	19	24	78	28	48	0	0	0	0	0	0	0	0
Texas																								
20	63	35	1	1	17	109	350	340	250	35	245	298	185	32	79	124	100	1,815	56	27	103	0	16	
Region XI: Arizona																								
105	70	108	0	0	35	3	44	112	33	20	23	48	12	12	316	159	96	762	31	162	51	254	4	4
Colorado																								
33	14	46	0	0	1	26	6	22	24	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Idaho																								
32	546	43	278	35	3	8	29	15	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Montana																								
30	24	106	9	5	7	6	25	83	13	0	13	5	241	52	57	64	107	1,219	4	138	8	118	678	
Region XII: California																								
829	1,201	815	262	335	2,164	1,723	3,907	3,911	683	808	3,875	2,270	1,378	857	689	1,430	192	1,609	15	15	148	955	0	4
Nevada																								
2	35	20	0	0	36	24	77	43	35	0	8	37	64	156	118	28	318	12	1,609	15	15	955	0	4
Oregon																								
10	32	20	0	0	29	58	51	72	14	2	0	25	18	93	52	30	124	23	239	31	162	343	2	0
Washington																								
27	145	11	26	21	30	26	43	18	14	5	68	12	26	237	119	59	18	96	762	51	254	48	10	0
Territories: Alaska																								
8	23	0	12	23	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Hawaii																								
0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

<sup>1</sup> Includes claims for partial unemployment for a number of States, although such payments are not provided in the interstate benefit-payment plan.

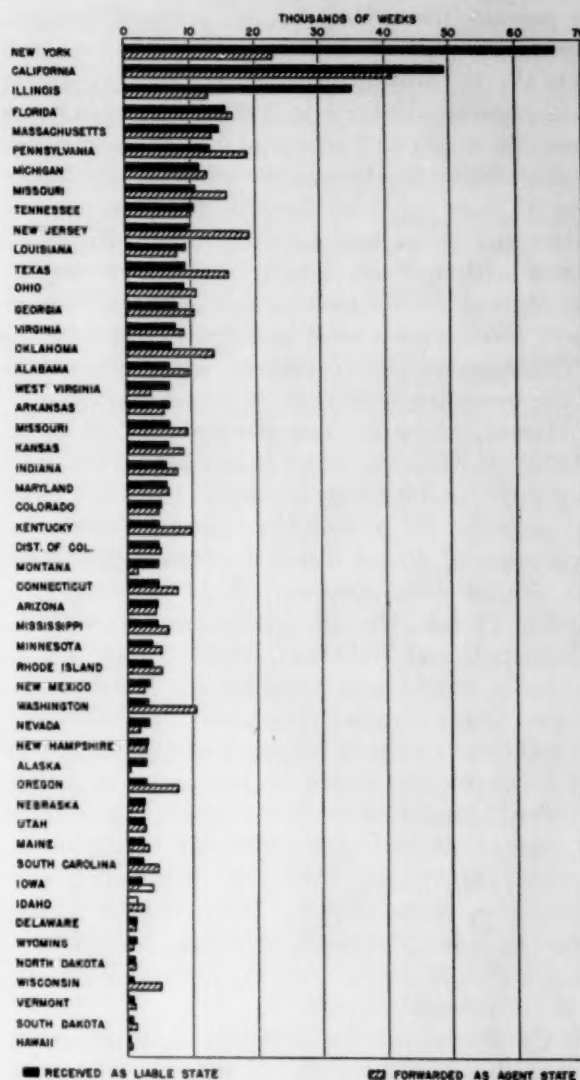
<sup>2</sup> Liable State is one to which a claim has been forwarded by agent State for disposition.

<sup>3</sup> Includes 13 weeks compensated by Washington as liable State for which break-down by agent State was not reported.

Usually States transmit most of their claims to adjoining States. Eighty-four percent of the compensable interstate claims filed in the New England States were for workers who had obtained wage credits in that area or in New York State. In other areas, however, the interchange of workers in contiguous States is not so pronounced. Twenty-six States reported that they had transmitted claims to at least 40 others. California transmitted most claims as agent State, with a volume almost twice that of New York, the next highest State. California acted as agent State for every other jurisdiction. New York and Illinois compensated 35 percent of the claims transmitted by California.

Most States show a marked difference between the number of claims forwarded as agent State and the number received as liable State. Since January 1940, when the data were first reported, Florida, Indiana, Kansas, Kentucky, Missouri, New Jersey, Pennsylvania, Washington, and Wisconsin have generally been among those States which transmit more claims than they receive. In the third quarter of 1941, 33 States forwarded more claims as agent State than they compensated as liable State. Hawaii, Kentucky, New Jersey, Oklahoma, Oregon, and South Carolina forwarded about twice the number, Washington three times, and Wisconsin six times the number of compensable claims received as liable States. Seasonal industrial workers returning from northern Illinois to Wisconsin, and from Indiana and Michigan to Kentucky, account in large part for the interstate claims filed in those States. On the other hand, California, Illinois, Massachusetts, Montana, and New York compensated, in most quarters, more claims as liable State than they transmitted as agent State. Alaska, Montana, and New York showed the most marked disparity this quarter. Alaska compensated as liable State 12 times as many weeks as it transmitted; seasonal workers in canning, mining, and fishing returned to California, Oregon, and Washington and filed their claims in these States. Montana compensated three times as many claims as it transmitted, primarily because workers left Montana to look for defense jobs on the West Coast. In New York the number of weeks compensated as liable State was more than double the number forwarded as agent State; the majority of the interstate claims

Chart 6.—Number of weeks compensated as liable and as agent State, July–September 1941



came from California, Florida, New Jersey, and Pennsylvania.

#### Allowances and Disallowances of New Claims, Third Quarter, 1941

The proportion of claimants found eligible for benefits during July–September 1941 on the basis of their past earnings or employment experience was virtually the same as in the preceding quarter. More than 1 million workers, or 83 percent of the 1.2 million who filed claims for benefits, qualified for compensation (table 12); the corresponding proportion for April–June was 84 percent, and for the first quarter of the year, 81 percent. Dis-

positions on first determination and claims allowed by the initial authority, both approximately 30 percent fewer than in the previous quarter, represented the smallest loads for this year and were also the lowest third-quarter totals since such data became available in 1939. The reductions were due largely to the normal drop in the number of dispositions in the quarter following the initiation of new uniform benefit years in several States and to increasing employment. In the 10 States with uniform benefit years beginning in April, total dispositions in July-September were 25-77 percent lower than in the preceding quarter.

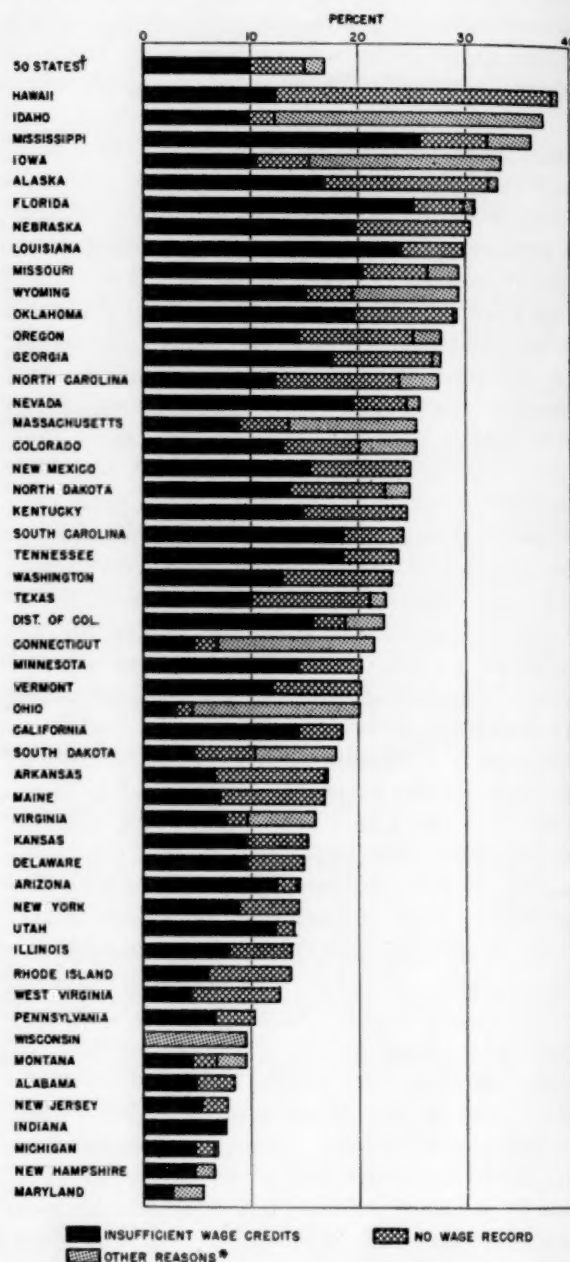
Disallowance rates, however, were higher than in the preceding quarter in 26 States, particularly in Hawaii, where the rate jumped from 16 to 38 percent; in Missouri, where it increased from 15 to 29 percent; and in Oregon, where it rose from 12 to 28 percent. In a majority of the States the proportion of claims disallowed was higher than the Nation-wide average of 17 percent. In Alaska, Florida, Hawaii, Idaho, Iowa, Louisiana, Mississippi, and Nebraska, 30-38 percent of all claimants were found ineligible for benefit payments. Most of these States had large proportions of disallowed claims in the previous quarter and in the corresponding period of 1940. At the other extreme, disallowances accounted for less than 10 percent of first determinations in Alabama, Indiana, Maryland, Michigan, Montana, New Hampshire, New Jersey, and Wisconsin; the proportions for Maryland, Montana, New Hampshire, and New Jersey were approximately as low as in the preceding quarter.

Sixty percent of the ineligible claimants were denied benefits because of insufficient wage credits, the principal reason for disallowance, as compared with 63 percent for April-June. The 119,000 claimants denied benefits for this reason and the 57,000 declared ineligible because they had not been employed in covered occupations represented 9.9 and 4.8 percent, respectively, of all dispositions on first determination, approximately the same as in the preceding quarter. Claims disallowed for other reasons numbered more than 22,000, or 1.8 percent of total dispositions, almost twice the proportion for April-June.

Hawaii had the highest rate of disallowance for insufficient wage credits—38 percent of total claim dispositions. This reason accounted for between 18 and 25 percent of the disallowances in

Florida, Louisiana, Mississippi, Missouri, Nebraska, Nevada, Oklahoma, South Carolina, and Tennessee. Nevada, where the qualifying requirement had been changed, effective July 1, 1941, now requires that the claimant must also

**Chart 7.—Percent of new claims disallowed on first determination, by reason of disallowance and by State, July-September 1941**



†Excludes Wisconsin because provisions of State law are not comparable.

\*Includes some claims not allocated by reason of disallowance where provision of State law is not comparable.



have earned five times the weekly benefit amount in some quarter of the base period other than the high quarter. In Oklahoma, the law was changed,

effective July 1, to provide an earnings requirement of 22 instead of 16 times the weekly benefit amount.

**Table 12.—Number of new claims disposed of on first determination by the initial authority, number allowed, number disallowed and percentage distribution by reason for disallowance, by State, July–September 1941**

[Corrected to Oct. 25, 1941]

Social Security Board region and State	Total number of disposi- tions on first deter- mination	Number allowed	Disallowed							
			Number	Percent of total dis- positions	Reason for disallowance					
					Insufficient wage credits		No wage record		All other	
					Number	Percent of total dis- positions	Number	Percent of total dis- positions	Number	Percent of total dis- positions
Total.....	1,211,108	1,011,395	199,713	16.5	118,925	19.9	57,206	4.8	22,257	1.8
Region I:										
Connecticut.....	19,095	15,012	4,083	21.4	894	4.7	408	2.1	2,781	14.6
Maine.....	5,499	4,583	916	16.6	383	6.9	533	9.7	0	0
Massachusetts.....	50,339	37,619	12,720	25.3	4,500	8.9	2,287	4.6	5,933	11.8
New Hampshire.....	7,669	7,187	482	6.3	344	4.5	138	1.8	0	0
Rhode Island.....	14,297	12,341	1,956	13.7	849	5.9	1,107	7.8	0	0
Vermont.....	923	737	186	20.2	109	11.8	77	8.4	0	0
Region II:										
New York.....	153,662	131,764	21,898	14.2	13,236	8.6	8,662	5.6	0	0
Region III:										
Delaware.....	2,247	1,916	331	14.7	214	9.5	117	5.2	0	0
New Jersey.....	66,741	61,682	5,059	7.6	3,378	5.1	1,679	2.5	2	( <sup>1</sup> )
Pennsylvania.....	69,956	62,786	7,170	10.2	4,505	6.4	2,665	3.8	0	0
Region IV:										
District of Columbia.....	4,489	3,493	996	22.2	700	15.6	132	3.0	164	3.6
Maryland.....	15,132	14,358	774	5.1	351	2.3	423	2.8	0	0
North Carolina.....	29,759	21,593	8,166	27.4	3,598	12.1	3,521	11.8	1,047	3.5
Virginia.....	9,121	7,667	1,454	15.9	662	7.3	203	2.2	589	6.4
West Virginia.....	9,601	8,409	1,192	12.4	408	4.2	784	8.2	0	0
Region V:										
Kentucky.....	15,605	13,564	2,041	13.1	1,228	7.9	813	5.2	0	0
Michigan.....	167,686	156,786	10,900	6.5	7,694	4.6	2,858	1.7	348	.2
Ohio.....	41,533	33,174	8,359	20.1	1,159	2.8	642	1.5	6,558	15.8
Region VI:										
Illinois.....	71,184	61,333	9,851	13.8	5,635	7.9	4,216	5.9	0	0
Indiana.....	26,577	24,632	1,945	7.3	1,901	7.1	44	.2	0	0
Wisconsin <sup>1</sup> .....	13,906	12,581	1,325	9.5	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )	( <sup>1</sup> )
Region VII:										
Alabama.....	17,864	16,390	1,474	8.2	868	4.8	606	3.4	0	0
Florida.....	41,162	28,523	12,639	30.7	10,376	25.2	1,924	4.7	339	.8
Georgia.....	17,233	12,501	4,732	27.4	2,975	17.3	1,642	9.5	115	.6
Mississippi.....	8,679	5,555	3,124	36.0	2,195	25.3	567	6.5	362	4.2
South Carolina.....	15,435	11,717	3,718	24.1	2,826	18.3	892	5.8	0	0
Tennessee.....	24,777	18,936	5,841	23.6	4,533	18.3	1,308	5.3	0	0
Region VIII:										
Iowa.....	8,464	5,664	2,800	33.1	881	10.4	405	4.8	1,514	17.9
Minnesota.....	11,927	9,518	2,409	20.2	1,691	14.2	718	6.0	0	0
Nebraska.....	3,437	2,394	1,043	30.3	673	19.6	370	10.7	0	0
North Dakota.....	708	532	176	24.8	95	13.4	63	8.9	18	2.5
South Dakota.....	1,038	853	185	17.8	48	4.6	60	5.8	77	7.4
Region IX:										
Arkansas.....	20,685	17,180	3,505	16.9	1,323	6.4	2,140	10.3	42	.2
Kansas.....	6,575	5,581	994	15.1	610	9.3	384	5.8	0	0
Missouri.....	26,881	19,017	7,864	29.2	5,430	20.2	1,008	6.0	826	3.0
Oklahoma.....	9,150	6,494	2,656	29.0	1,790	19.6	847	9.2	19	.2
Region X:										
Louisiana.....	42,216	29,691	12,525	29.7	10,099	23.9	2,426	5.8	0	0
New Mexico.....	2,217	1,666	551	24.8	339	15.3	212	9.5	0	0
Texas.....	32,776	25,436	7,340	22.4	3,286	10.0	3,593	11.0	461	1.4
Region XI:										
Arizona.....	4,243	3,635	608	14.3	518	12.2	82	1.9	8	.2
Colorado.....	4,397	3,290	1,107	25.2	561	12.8	320	7.3	226	5.1
Idaho.....	2,033	1,278	755	37.1	202	9.9	45	2.2	508	25.0
Montana.....	2,720	2,466	254	9.3	119	4.4	61	2.2	74	2.7
Utah.....	7,136	6,137	999	14.0	865	12.1	133	1.9	1	0
Wyoming.....	1,154	817	337	29.2	173	15.0	51	4.4	113	9.8
Region XII:										
California.....	81,898	66,888	15,010	18.3	11,659	14.2	3,351	4.1	0	0
Nevada.....	1,169	869	300	25.7	226	19.4	60	5.1	14	1.2
Oregon.....	4,237	3,070	1,167	27.5	610	14.4	452	10.6	105	2.5
Washington.....	14,742	11,358	3,384	23.0	1,866	12.7	1,512	10.3	6	( <sup>1</sup> )
Territories:										
Alaska.....	428	287	141	32.9	72	16.8	65	15.2	4	.9
Hawaii.....	706	435	271	38.4	268	38.0	0	0	3	.4

<sup>1</sup> Excludes Wisconsin, for which data are not comparable because of provisions of State law.  
<sup>2</sup> Less than 0.05 percent.

<sup>3</sup> Insufficient weeks of employment in base period.  
<sup>4</sup> Data represent dispositions of all initial claims for total and part-total unemployment.

In the other States, except South Carolina, earnings qualifications raised in previous periods continued to result in high disallowance rates. In South Carolina, the reduction in the disallowance rate from 36 percent in the preceding quarter to 18 percent in July-September is chiefly attributable to a liberalizing amendment effective July 1, 1941.

The jurisdictions with the largest proportions of claims disallowed because there were no wage records were Alaska, Arkansas, Nebraska, North Carolina, Oregon, Texas, and Washington. Except in Oregon and Washington, disallowances for this reason in these States were 10 percent or more of total dispositions for the quarter.

Disallowances for all other reasons arise from many causes, among which are exclusion as a result of seasonal employment, duplicate filing of claims, and certain actions of the claimant, such as misconduct and voluntary leaving, which result in disqualification under most State procedures. In Idaho, where such disallowances rose from 11 to 25 percent between the second and third quarters, voluntary leaving and discharge for misconduct were recently changed to eligibility factors and are now classified as disallowances instead of disqualifications. Connecticut, Iowa, Massachusetts, and Ohio reported disallowance rates for all other reasons ranging from 12 to 18 percent. Except for Massachusetts, these States also reported the highest proportions of claimants ineligible for all other reasons in the second quarter of 1941.

### **State Amendments**

During October the Massachusetts legislature enacted four bills relating to unemployment compensation. One bill, approved October 24, completely revised the unemployment compensation law and adopted major changes with respect to coverage, contributions, eligibility, disqualifications, and administration.

This act extended coverage effective January 1, 1943, to employers of one or more workers; previously only employers of four or more had been covered. Termination of coverage of voluntarily covered employers was also provided. A former provision authorizing the agency to exempt from coverage short-time or emergency employment of not more than 4 weeks was repealed.

Both contributions and benefits were put on a wages-paid basis, and the term "wages" was defined, as in the Federal Unemployment Tax Act, to exclude certain payments by an employer into special funds for the benefit of employees, voluntary payment by an employer of the employees' tax under the Federal Insurance Contributions Act, and dismissal payments which the employer is not legally required to make. Collection methods were amended and compromise of delinquent contributions authorized under certain conditions.

Experience-rating provisions were amended to limit to \$1,000 (formerly \$1,280) the amount of an individual's base-period wages chargeable to any employer's account as "benefit wages." A provision for study of experience rating was repealed.

The qualifying-wage requirement was changed from 25 times the weekly benefit amount to a flat \$150. The waiting period was reduced, effective April 1, 1942, to 1 week of total or 2 weeks of partial unemployment; the old provision required 2 weeks of total unemployment or 4 weeks of partial. Provisions relating to part-time workers were amended to make optional rather than mandatory the Director's adoption of regulations prescribing conditions required to qualify for benefits.

In line with the trend in other States toward more stringent disqualifications, new disqualifications were added, including a provision disqualifying an individual for the duration of unemployment due to discharge for "deliberate misconduct in willful disregard of the employing unit's interest," and a provision disqualifying women from benefits for unemployment due to pregnancy and childbirth. The labor-dispute disqualification was modified by a stipulation that payment of regular union dues shall not be construed as participating in, financing, or being directly interested in a labor dispute. Former provisions disqualifying an individual for receipt of a pension from private industry or from a government instrumentality were repealed.

Several changes were made in administrative provisions. The Division of Unemployment Compensation was renamed Division of Employment Security, and the name of the unemployment compensation administration account changed

accordingly. Reciprocal-arrangement provisions were broadened and benefit claims and appeals procedures amended.

Another amendment, also approved October 24, transferred the treasury unit of the Division of Employment Security, in the Department of Labor and Industries, from the Department of the Treasurer and Receiver General to the Division of Employment Security, and placed the positions in the unit under classified civil service. An act

approved October 29 brought deputies and assistants under the classified civil service.

An act approved October 28 provided for preserving benefit rights of individuals in military service. Massachusetts thus became the thirty-eighth State to enact legislation of this type.

The District of Columbia, by an amendment approved November 21, 1941, postponed the effective date of experience rating from July 1, 1942, to July 1, 1943.

## Railroad Unemployment Insurance \*

Regional offices of the Railroad Retirement Board received 36,891 unemployment insurance claims in the 5 weeks ended October 31 (table 1). The average of 7,378 per week, slightly larger than the September average of 7,220, reflects the increase in claims receipts in the New York, Chicago, Minneapolis, and Seattle offices, which was probably related to the seasonal decline in maintenance-of-way employment. According to the Interstate Commerce Commission, the number of maintenance-of-way employees on class I railroads in the Great Lakes area and in the Northwest was some 6,400 lower in mid-October than in the preceding month. Aggregate employment for all class I railroads, however, increased by nearly 6,500 mainly because of a rise in other departments, particularly in the train-and-engine service, which

normally reaches its seasonal peak in October.

Applications for certificate of benefit rights totaled 5,970 in the October period, an average of 1,194 per week. The increase of more than 200 over the low weekly average for September is, to a large extent, the result of high receipts in the last October week in the Cleveland office. These applications were submitted by employees furloughed for a few days because of the shut-down of captive coal mines between October 26 and the end of the month. The Minneapolis office also reported an increase in applications, undoubtedly due to the reduction in maintenance-of-way employment.

By the end of October, 33,320 applications for certificate of benefit rights based on 1940 wages had been received and 32,683 adjudicated. A total of 32,316 applicants were held qualified for benefits, and 367 were ruled ineligible because base-year wages were less than \$150.

\*Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

Table 1.—Railroad unemployment insurance: Applications for certificate of benefit rights and claims received, and benefit payments certified, by specified period, 1941-42 and 1940-41

Period	1941-42				1940-41			
	Applications	Claims	Benefit payments		Applications	Claims	Benefit payments	
			Number	Amount			Number	Amount
July-October.....	<sup>1</sup> 33,320	128,090	<sup>2</sup> 104,889	<sup>2</sup> \$2,178,875	<sup>1</sup> 84,991	400,578	<sup>2</sup> 253,708	<sup>2</sup> \$3,732,470
October.....	5,970	36,891	31,954	693,879	14,066	97,982	70,950	1,051,939
1st week.....	996	6,890	6,043	131,306	2,407	21,183	14,632	221,395
2d week.....	1,217	7,572	6,382	139,694	2,891	18,616	14,120	206,732
3d week.....	1,044	7,324	6,467	140,568	2,625	20,049	14,806	219,089
4th week.....	1,026	7,823	6,533	140,770	3,365	19,366	14,292	210,893
5th week.....	1,687	7,282	6,529	141,541	2,778	18,768	13,100	193,830
Weekly averages:								
July.....	3,838	6,464	4,683	83,843	8,788	22,950	11,092	159,643
August.....	1,315	7,499	6,175	129,947	4,138	24,240	15,241	222,651
September.....	986	7,220	6,415	140,457	2,809	22,721	16,584	247,928
October.....	1,194	7,378	6,391	138,776	2,813	19,596	14,190	210,388

<sup>1</sup> Includes some applications received in June for benefit year beginning in July.

<sup>2</sup> Net figures, corrected for underpayments and recovery of overpayments through end of October.



About as many claims were adjudicated in October as were received. In all, 39,585 claims were processed, but 2,518 of them were adjudicated a second time. Most of the latter were claims originally held invalid, which were reviewed after receipt of the delayed application for employment. Of the total processed, 31,954 claims or 81 percent were certified for benefit payment—about the same proportion as in September; on 253 claims, waiting-period credit only was allowed.

Benefits certified in the 5 October weeks amounted to \$694,000, of which more than \$690,000 represented claims in the current benefit year. The remainder applied to 174 certifications on claims for the old benefit year under the amended act and to 14 claims certified under the provisions of the original act. The certifications for the current benefit year were made on 4,149 initial claims on which waiting-period credit was also allowed, and on 27,617 claims for subsequent registration periods (table 2). The ratio of 1 new beneficiary to a total of 7 established in the preceding month was thus maintained in October. There were no marked changes in the average benefit per certification or in the underlying averages for the daily benefit rate and the number of compensable days of unemployment. The amount certified on initial claims, with a maximum of 7 compensable days, averaged \$14.49; on subsequent claims, with a maximum of 10 compensable days, the average benefit was \$22.82.

The 4,300 benefit accounts opened in October

brought to 23,047 the cumulative number of accounts for the current benefit year established by the end of the month. As at the end of September, the number of accounts was less than half of the total in the corresponding period of the preceding year. In July–October 1940, 47,014 benefit accounts based on 1939 wages were opened; at that time there were also many accounts based on 1938 wages from which benefits could still be certified.

### Employment Service

In the 5 October weeks the employment offices were notified of 6,747 openings; approximately 6,500 were with railroad employers. In the same period, 2,077 previously reported openings were canceled. Nearly 7,100 qualified workers were referred to available jobs and 3,611 were placed. This total includes 806 placements made through cooperative action with the State employment services.

All measures of employment service activity in October indicate a higher level of operation than in any previous month. The great majority of placements, however, were still those of track laborers; they totaled nearly 2,800. Although a seasonal decline in employment for this group has already begun in the North, track laborers were still being hired in the South and Southwest. The Kansas City office alone placed almost 1,000 maintenance-of-way laborers during the October period.

**Table 2.—Railroad unemployment insurance: Number of benefit certifications, average benefit, and average number of compensable days in benefit year 1941-42, by specified period, July-October 1941<sup>1</sup>**

Type of certification and period	All certifications				Certifications with 14 days of unemployment		Certifications with 8-13 days of unemployment			Certifications with 5-7 days of unemployment		
	Number	Average benefit payment	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Percent of all certifications	Average daily benefit	Average number of compensable days	Percent of all certifications	Average daily benefit	Average number of compensable days
<b>Certifications for first registration period:<sup>2</sup></b>												
July 19-Aug. 1.....	8,989	\$15.94	\$2.64	6.03	68.7	\$2.64	31.3	\$2.65	3.90			
Aug. 2-29.....	5,877	14.24	2.55	5.57	60.4	2.56	39.6	2.53	3.42			
Aug. 30-Sept. 26.....	3,465	14.47	2.59	5.60	58.4	2.61	41.6	2.57	3.64			
Sept. 27-Oct. 31.....	4,149	14.49	2.54	5.69	61.9	2.56	38.1	2.51	3.55			
<b>Certifications for subsequent registration periods:<sup>2</sup></b>												
July 19-Aug. 1.....	1,421	22.55	2.44	9.26	80.7	2.45	15.4	2.32	7.10	3.9	\$2.32	2.22
Aug. 2-29.....	18,156	23.36	2.66	8.79	71.8	2.69	22.0	2.53	6.79	6.2	2.50	1.99
Aug. 30-Sept. 26.....	21,671	22.91	2.64	8.66	69.6	2.68	22.9	2.52	6.69	7.5	2.49	2.04
Sept. 27-Oct. 31.....	27,617	22.82	2.64	8.63	67.6	2.68	25.2	2.53	6.81	7.2	2.55	2.01

<sup>1</sup> Data based on 33.3-percent sample, except number of certifications and average benefit per certification.

<sup>2</sup> Benefits are payable for each day of unemployment in excess of 7 for first registration period and in excess of 4 for subsequent registration periods.

# OLD-AGE AND SURVIVORS INSURANCE

BUREAU OF OLD-AGE AND SURVIVORS INSURANCE • ANALYSIS DIVISION

## Operations Under the Social Security Act

### *Court Rules on Coverage of Railroad-Owned Steamship Company*

Determination of the status of companies which may be subject to the Railroad Retirement Act or the Social Security Act has been a major administrative problem. Although railroad subsidiaries performing "services in connection with transportation by railroad" are, by the terms of the Railroad Retirement Act, covered under that law, disagreements have arisen with regard to the interpretation of this provision.

In November, a decision in a test case on this interpretation was handed down by a United States Circuit Court of Appeals.<sup>1</sup> The appeal arose out of a suit brought by a steamship company against the Collector of Internal Revenue for refund of taxes which were collected under the Carriers Taxing Act of 1937 (companion act to the Railroad Retirement Act of 1937) on the theory that the steamship company was owned by a carrier subject to the act, and performing services as defined therein, and was therefore an employer under the act.

The steamship company contended that, although its stock was owned by an employer subject to the Carriers Taxing Act, it did not perform services or handle property in connection with the transportation of passengers or property by railroad, a condition for coverage under the Carriers Taxing Act. This contention, upheld in the lower court,<sup>2</sup> was affirmed by the Circuit Court.

In affirming the judgment of the lower court, the court stated that "A . . . controlling fact, is that the freight traffic, whose handling appellant [Collector of Internal Revenue] relies on as bringing appellee [steamship company] within the [Carriers Taxing] act, is freight delivered on through rates controlled and prescribed by tariff to which the participating carriers are parties. . . . the details . . . of how and by whom each particular step in the carriage is effected

become wholly unimportant. . . . What is important is that though appellee's stock is owned by the Central Railway, appellee is in no sense and at no time its agent . . . It operates its own equipment and facilities, performs transportation services for itself, and for itself handles the property delivered to it by, and which in turn it delivers to, carriers by rail . . . Appellant's view, stripped to its base, is that appellee, though engaged exclusively in operating a steamship line, . . . is intended to be and is made subject to the Special Railroad, instead of the General, Social Security System, merely because it is owned by a railroad, participates in through routes and joint rates with its parent company and other railroads, and as part of through transportation, handles freight to and from the railroad carriers with which it has arrangements. Appellee's view, simply stated, is that a steamship company carrying by water and not by rail, is a part not of the railroad but of the maritime industry of the country. . . .

"It is quite apparent that the construction for which appellant contends will result in cutting across industrial lines and in absorbing into the special railroad insurance system, some parts of other industries because those parts happen to be owned by railroads, while that for which appellee contends will have no such effect. . . .

"Certainly the Congressional intent to include water carriers cannot be drawn from the fact, if it be a fact . . . that water carriers, in addition to performing purely steamship services, perform for a charge and for themselves, transportation services which the railroad carriers could have undertaken but left to the water carriers to perform. For, if this were the simple criterion, Congress could easily and would have said so, instead, as it did, of confining the application of the act to rail carriers and companies owned by them which performed a part of their transportation service for them."

The effect of this decision, unless it is reversed by the Supreme Court, will be to bring under the Social Security Act many railroad subsidiaries such as bus and boat companies, lumber concerns, and the like.

<sup>1</sup> *Marion H. Allen, Collector of Internal Revenue for District of Georgia, Appellant, v. Ocean Steamship Company of Savannah, Appellee* (U. S. CCA (5) #9947, Nov. 12, 1941).

<sup>2</sup> *Ocean Steamship Company v. Allen* (36 Fed. Supp. 851).

# **Employee Accounts Established and Employer Identification Numbers Assigned, October 1941**

The average weekly number of employee accounts established in October (table 1) was the lowest since May. The average of 118,000 represented a decrease of nearly 10 percent from the previous month, and a decline of more than 25 percent from the average for the third quarter of 1941. As in every other month this year, the October figure was above that for the comparable month of 1940. In October, the average number assigned exceeded by over 5 percent the average established during the same month a year ago.

Employer identification numbers assigned during October averaged nearly 8,000 per week—a gain of approximately 40 percent over the previous month. The October average is almost the same as the average for the first 10 months of 1941; the September decline had been due to changes in administrative procedures rather than economic fluctuations. The October increase in employer identification numbers assigned was relatively largest in Massachusetts where assign-

ments rose from a weekly average of 38 in September to 330 in October. New York, Minnesota, Texas, and California also showed substantial gains.

## **Monthly Benefits in Force and Payments Certified, October 1941**

At the end of October the number of monthly benefits in force reached 449,000, an increase of 19,000 or 4.5 percent over the number at the end of September (table 3).

The proportion of monthly benefits in conditional-payment status has increased markedly for many months, reaching a high of 10 percent in October. This rise is due to an increased number of "suspensions," that is, benefits previously in current or deferred-payment status which have been transferred to conditional-payment status, generally because the beneficiary or primary beneficiary has returned to covered employment. (See table 3, footnotes, for definitions of benefit status.) Benefits which have been in conditional-payment status since the date of entitlement—designated "frozen benefits"—have increased

**Table 1.—Weekly average of employee accounts established and employer identification numbers assigned, by State, October 1941<sup>1</sup>**

Social Security Board region and State	Employee accounts		Employer identification numbers		Social Security Board region and State	Employee accounts		Employer identification numbers	
	Average number	Percentage distribu- tion	Average number	Percentage distribu- tion		Average number	Percentage distribu- tion	Average number	Percentage distribu- tion
Total.....	117,973	100.0	7,970	100.0	Region VII—Continued				
Region I:					South Carolina.....	2,491	2.1	58	.7
Connecticut.....	1,464	1.2	88	1.1	Tennessee.....	2,904	2.5	138	1.7
Maine.....	823	.7	46	.6	Region VIII:				
Massachusetts.....	3,431	2.9	330	4.2	Iowa.....	1,696	1.4	89	1.1
New Hampshire.....	481	.4	39	.5	Minnesota.....	2,072	1.8	248	3.1
Rhode Island.....	618	.5	39	.5	Nebraska.....	843	.7	57	.7
Vermont.....	348	.3	20	.2	North Dakota.....	391	.3	23	.3
Region II:					South Dakota.....	367	.3	28	.4
New York.....	12,454	10.6	1,025	12.9	Region IX:				
Region III:					Arkansas.....	2,190	1.9	61	.8
Delaware.....	227	.2	21	.3	Kansas.....	1,296	1.1	95	1.2
New Jersey.....	3,017	2.6	161	2.0	Missouri.....	3,588	3.0	232	2.9
Pennsylvania.....	7,687	6.5	418	5.2	Oklahoma.....	1,874	1.6	145	1.8
Region IV:					Region X:				
District of Columbia.....	927	.8	52	.7	Louisiana.....	2,100	1.8	94	1.2
Maryland.....	2,300	1.9	96	1.2	New Mexico.....	454	.4	39	.5
North Carolina.....	3,443	2.9	75	.9	Texas.....	5,840	4.9	491	6.1
Virginia.....	2,697	2.2	138	1.7	Region XI:				
West Virginia.....	1,500	1.3	81	1.0	Arizona.....	390	.3	62	.7
Region V:					Colorado.....	887	.8	38	.5
Kentucky.....	2,092	1.8	71	.9	Idaho.....	517	.4	29	.4
Michigan.....	3,917	3.3	276	3.5	Montana.....	413	.4	44	.5
Ohio.....	5,241	4.4	341	4.2	Utah.....	621	.5	28	.4
Region VI:					Wyoming.....	192	.2	21	.3
Illinois.....	6,929	5.9	586	7.4	Region XII:				
Indiana.....	2,850	2.4	340	4.3	California.....	6,894	5.8	593	7.4
Wisconsin.....	2,433	2.1	195	2.4	Nevada.....	110	.1	20	.3
Region VII:					Oregon.....	1,161	1.0	72	.9
Alabama.....	3,062	2.6	149	1.9	Washington.....	2,027	1.7	242	3.0
Florida.....	2,079	1.8	173	2.2	Territories:				
Georgia.....	4,198	3.5	114	1.4	Alaska.....	82	.1	17	.2
Mississippi.....	2,196	1.9	119	1.5	Hawaii.....	259	.2	13	.2

<sup>1</sup> The data on employee accounts established and employer identification numbers assigned, while representing somewhat similar administrative oper-

ations, are not necessarily related from an economic viewpoint. Weekly averages are computed for the 5-week period Sept. 27-Oct. 31, 1941.



**Table 2.—Average amount of monthly benefits in force, by type of benefit and payment status, October 31, 1941<sup>1</sup>**

[Corrected to Nov. 10, 1941]

Type of benefit	Payment status				
	Total	Current	Deferred	Conditional	
				Suspensions	"Frozen benefits"
Primary.....	\$22.71	\$22.73	\$22.14	\$21.28	\$25.75
Wife's.....	12.10	12.13	11.76	11.16	13.21
Child's.....	12.17	12.20	10.57	11.41	11.99
Widow's.....	20.26	20.22	23.30	21.16	23.23
Widow's current.....	19.48	19.52	17.72	19.54	18.60
Parent's.....	12.99	13.01	11.83	10.20	0

<sup>1</sup> See footnotes to table 3.

slightly in absolute numbers, but as a proportion of the total monthly benefits in force they have declined from 4.0 percent in December 1940 to 2.9 percent in October 1941. For primary benefits these trends have been moderated in recent months by some decline in the rate of transfers to suspension status and an increasing number of transfers from suspensions back to current- or deferred-payment status. Beginning with the data for October, benefits in conditional-payment

status will be shown as suspensions and frozen benefits (tables 1 and 2).

The average amounts of primary and wife's benefits in suspension status are generally lower than those in current-payment status, probably because the former include a disproportionately large representation of wage earners who were only intermittently engaged in covered employment even before becoming entitled to benefits. Average primary and wife's benefits in frozen status, on the other hand, are generally larger than those in current-payment status, since in most cases the wage earner was probably fairly regularly engaged in covered employment throughout the period on which his average monthly wage, and in turn the amount of his benefit, is based. As of the end of October the average primary benefit in current-payment status was \$22.73, in suspension status, \$21.28, and in frozen status, \$25.75.

Monthly benefits in current-payment status continued their steady increase; they numbered 401,000 and totaled \$7.2 million at the end of October. The amount of monthly benefit payments certified in October likewise increased to

**Table 3.—Number and amount of monthly benefits in force<sup>1</sup> in each payment status<sup>2</sup> and actions effected during the month, by type of benefit, October 1941**

[Current month's data corrected to Nov. 10, 1941]

Status of benefit and action	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Sept. 30, 1941.....	429,607	\$7,829,088	208,801	\$4,736,791	56,910	\$688,061	107,652	\$1,309,727	12,383	\$250,898	42,168	\$821,712	1,693	\$21,890
Current-payment status.....	384,095	6,941,171	179,433	4,074,285	50,600	613,342	102,647	1,282,169	12,223	247,247	37,509	732,355	1,083	21,773
Deferred-payment status.....	3,358	67,504	2,507	55,922	405	4,819	253	2,817	101	2,372	86	1,505	6	69
Conditional-payment status.....	42,154	820,413	26,861	606,584	5,905	69,900	4,752	54,741	59	1,279	4,573	87,832	4	57
Suspensions <sup>3</sup> .....	29,610	547,761	18,863	399,946	3,888	43,255	3,741	42,621	34	717	3,140	61,165	4	57
Frozen benefits <sup>4</sup> .....	12,544	272,652	8,058	206,638	2,017	26,645	1,011	12,120	25	562	1,433	26,687	0	0
Actions during October 1941:														
Benefits awarded.....	22,101	398,249	9,332	216,747	2,957	36,296	6,282	76,501	962	19,456	2,468	47,846	100	1,403
Entitlements terminated <sup>5</sup> .....	2,719	48,973	1,032	24,435	456	5,596	766	9,733	31	654	430	8,503	4	52
Net adjustments <sup>6</sup> .....	-19	689	1	462	1	52	-18	67	1	24	-2	112	-2	-28
In force as of Oct. 31, 1941.....	448,970	8,179,053	217,102	4,929,565	59,412	718,813	113,150	1,376,562	13,315	269,724	44,204	861,167	1,787	23,222
Current-payment status.....	400,815	7,241,942	186,394	4,236,175	52,796	640,397	107,545	1,312,204	13,141	265,764	39,163	764,302	1,776	23,100
Deferred-payment status.....	3,460	69,148	2,585	57,228	438	5,150	213	2,251	105	2,446	112	2,002	6	71
Conditional-payment status.....	44,695	867,963	28,123	636,162	6,178	73,266	5,392	62,107	69	1,514	4,928	94,863	5	51
Suspensions <sup>3</sup> .....	31,615	582,251	19,690	418,990	4,081	45,504	4,377	49,939	43	910	3,419	66,797	5	51
Frozen benefits <sup>4</sup> .....	13,080	285,712	8,433	217,172	2,097	27,702	1,015	12,168	26	604	1,509	28,066	0	0

<sup>1</sup> Represents total benefits awarded after adjustment for subsequent changes in number and amount of benefits (see footnote 6) and terminations (see footnote 5), cumulative from January 1940, when monthly benefits were first payable.

<sup>2</sup> Benefit in current-payment status is subject to no deduction from current month's benefit or only to deduction of fixed amount which is less than current month's benefit; benefit in deferred-payment status is subject to deduction of fixed amount which equals or exceeds current month's benefit; benefit in conditional-payment status is subject to deduction of entire benefit for current and each subsequent month for indefinite period.

<sup>3</sup> Represent benefits which have previously been in current or deferred-payment status.

<sup>4</sup> Represent benefits which have never been in current or deferred-payment status.

<sup>5</sup> Terminations may be for following reasons: primary benefit—beneficiary's death; wife's benefit—beneficiary's death, death of husband, divorce, or entitlement of beneficiary to equal or larger primary benefit; child's benefit—beneficiary's death, marriage, adoption, or attainment of age 18; widows' benefit—beneficiary's death, remarriage, or entitlement to equal or larger primary benefit; widow's current benefit—beneficiary's death, remarriage, entitlement to widow's benefit or to equal or larger primary benefit, or termination of entitlement of last entitled child; parent's benefit—beneficiary's death, marriage, or entitlement to equal or larger monthly benefit.

<sup>6</sup> Adjustments in amount of monthly benefit may result from entitlement of an additional beneficiary or termination of entitlement of an existing beneficiary when maximum provisions of sec. 203 (a) of the 1939 amendments are effective or from termination of entitlement of an existing beneficiary when minimum provision of sec. 203 (b) consequently becomes effective; adjustments in number or amount may also result from actions not otherwise classified.

**Table 4.—Monthly benefits and lump-sum death payments certified, by type of payment, October 1941, and cumulative July–October 1941**

Type of payment	October				Total amount certified July-October 1941
	Number of beneficiaries <sup>1</sup>	Amount certified	Percentage distribution		
			Bene- ficiaries	Amount	
Monthly benefits <sup>2</sup> .....	407,401	\$7,732,978	100.0	100.0	<sup>3</sup> \$29,280,169
Primary.....	190,621	4,458,602	46.8	57.7	16,937,622
Supplementary.....	66,848	829,938	16.4	10.7	3,127,416
Wife's.....	53,799	677,749	13.2	8.7	2,556,651
Child's.....	13,049	182,189	3.2	2.0	570,765
Survivor's.....	149,932	2,444,438	36.8	31.6	9,195,131
Widow's.....	12,934	285,903	3.2	3.7	1,050,660
Widow's current.....	39,552	848,553	9.7	11.0	3,231,065
Child's.....	95,691	1,283,552	23.5	16.6	4,813,803
Parent's.....	1,755	26,430	.4	.3	99,603
Lump-sum death pay- ments.....	4,820	1,100,462	—	—	4,421,766
Under 1939 amend- ments <sup>4</sup> .....	7,731	1,087,431	—	—	4,375,508
Under 1935 act <sup>4</sup> .....	289	13,031	—	—	46,258

<sup>1</sup> Differs from number in current-payment status, which takes account of changes in status effective after certification.

<sup>2</sup> Distribution by type of benefit partly estimated.

<sup>3</sup> Includes retroactive payments.

<sup>4</sup> Represents number of deceased workers on whose wages payments were based.

<sup>5</sup> Payable with respect to workers who died after Dec. 31, 1939, in cases in which no survivor could be entitled to monthly benefits for month in which worker died.

<sup>6</sup> Payable with respect to workers who died prior to Jan. 1, 1940.

more than \$7.7 million for 407,000 beneficiaries (table 4).

**ERRATUM:** On page 65 of the November **BULLETIN**, the vertical scale of chart 1 was incorrectly labeled "Thousands of dollars." The label should have been "Millions of dollars."

### State Distribution of Benefits in Force

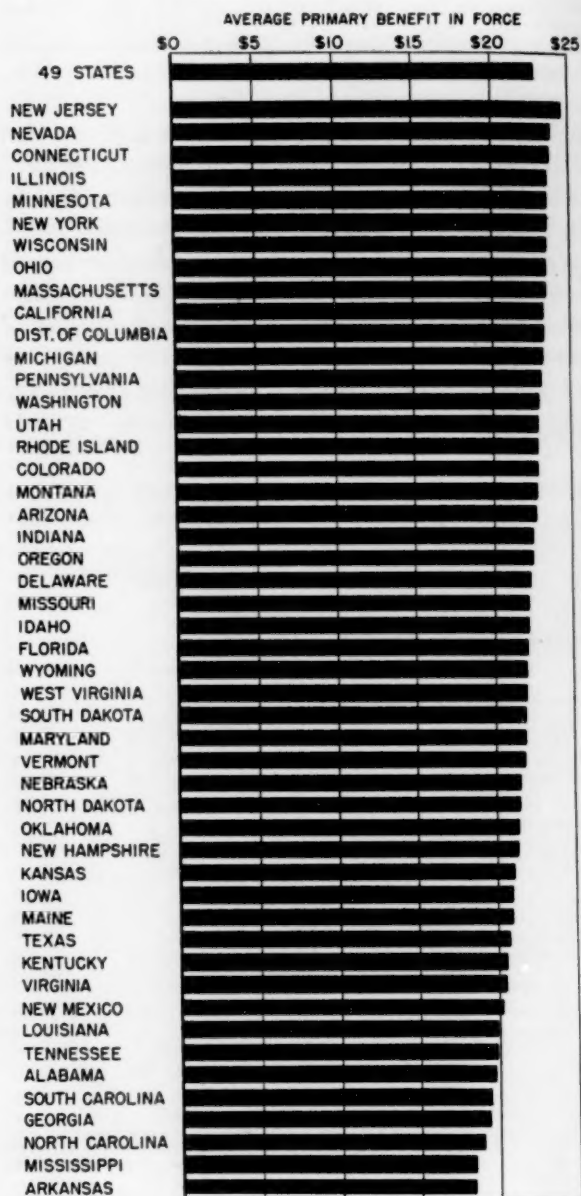
This issue of the Bulletin initiates a new series—a State distribution of the total number and amount of monthly benefits in force and a similar distribution of the number and amount of benefits currently payable. Tables 5 and 6 present these data as of June 30, 1941. This series will be presented semiannually and will appear in the month following presentation of State data on benefits awarded.

Benefits in force furnish perhaps the most significant record of the operation of the program, since they show the actual number of individuals who are entitled to benefits at a given time. Nearly half of the 372,000 benefits in force on June 30, 1941, were payable to retired workers. Child's benefits comprised one-fourth of the national total (table 5). These proportions varied, however, among the States. In California, Delaware, Maine, New Hampshire, Oregon, and Wash-

ington primary benefits constituted more than 55 percent of all benefits in force in each State. Less than one-fifth of the total number of monthly benefits in force for these individual States were child's benefits. The lowest proportions of primary benefits in force occurred in Georgia, New Mexico, North Carolina, South Carolina, Virginia,

**Chart 1.—Average monthly amount of primary benefits in force as of June 30, 1941, by State**

[Corrected to July 15, 1941]



Note.—The average primary benefit in force in South Carolina is slightly less than that for Georgia; therefore, their positions should have been reversed.

and West Virginia. In these States, the proportion of primary benefits was about the same as that for child's benefits, the former falling between 34.6 and 39.9 percent of all benefits in the State.

Chart I ranks the States according to the average amounts of primary monthly benefits in force on June 30, 1941. New Jersey, first at the end of

1940, had the highest average primary insurance benefit, \$24.56, and Arkansas the lowest, \$18.36. The range of about \$6.00 between the highest and lowest primary benefit is considerably narrower than the relative range in average annual taxable wages. For insurance benefits, the lowest average is about 75 percent of the highest, whereas the

Table 5.—Number and amount of monthly benefits in force,<sup>1</sup> by type of benefit and State of residence<sup>2</sup> of beneficiary, June 30, 1941

[Corrected to July 15, 1941]

Social Security Board region and State	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Total	372,339	\$6,815,164	184,545	\$4,187,238	49,365	\$597,778	91,428	\$1,114,016	9,709	\$197,141	35,861	\$700,441	1,431	\$18,550
Region I:														
Connecticut	7,053	135,259	3,320	78,753	1,051	13,284	1,619	21,387	336	7,003	699	14,431	28	401
Maine	3,181	55,202	1,765	36,930	486	5,660	591	6,519	96	1,531	229	4,142	11	120
Massachusetts	18,995	363,142	10,212	239,429	3,126	39,435	3,502	45,468	635	13,167	1,462	29,843	58	800
New Hampshire	2,535	44,477	1,456	30,890	449	4,929	433	4,684	67	1,302	147	2,633	3	39
Rhode Island	3,275	61,361	1,781	40,603	590	7,150	554	6,861	126	2,503	210	4,051	14	163
Vermont	1,456	26,112	798	17,366	224	2,605	280	3,236	37	786	115	2,094	2	25
Region II:														
New York	50,545	995,441	27,363	645,058	7,634	94,537	9,426	127,824	1,499	31,103	4,460	94,606	163	2,313
Region III:														
Delaware	897	16,805	511	11,357	138	1,626	159	2,041	31	600	54	1,139	4	42
New Jersey	15,806	317,904	8,102	168,945	2,410	31,488	3,209	43,646	580	12,285	1,447	30,709	58	831
Pennsylvania	39,039	721,096	18,701	432,295	5,408	65,749	9,779	122,414	1,128	22,714	3,873	75,939	150	1,985
Region IV:														
District of Columbia	1,505	28,217	718	16,617	157	1,970	413	5,172	47	956	169	3,490	1	12
Maryland	5,165	91,843	2,483	54,141	604	7,106	1,356	16,612	188	3,683	506	9,850	28	359
North Carolina	6,549	92,288	2,550	48,313	672	5,658	2,563	24,791	85	1,435	747	11,716	32	375
Virginia	5,641	86,656	2,248	45,665	506	5,561	2,059	21,460	109	2,065	689	11,523	30	382
West Virginia	6,304	102,837	2,339	51,283	612	7,154	2,483	28,706	97	1,871	750	13,543	23	280
Region V:														
Kentucky	6,191	96,118	2,580	52,785	636	7,021	2,186	23,019	108	2,046	650	10,903	31	344
Michigan	15,032	277,158	6,525	150,929	1,896	23,344	4,459	58,767	412	8,581	1,691	34,375	49	652
Ohio	24,100	458,926	12,048	282,803	3,513	43,849	5,545	71,540	722	14,819	2,192	44,816	80	1,099
Region VI:														
Illinois	25,550	495,753	12,937	305,655	3,459	43,205	5,839	78,114	639	13,237	2,571	54,089	105	1,453
Indiana	10,452	189,926	5,222	117,049	1,514	17,664	2,466	30,897	252	5,006	962	18,972	36	438
Wisconsin	8,564	164,049	4,384	103,309	1,388	17,378	1,746	22,170	249	5,283	773	15,508	24	311
Region VII:														
Alabama	5,641	84,377	2,382	47,123	487	5,111	1,985	19,659	66	1,037	691	11,107	30	340
Florida	4,891	83,622	2,410	52,947	549	6,621	1,364	14,296	79	1,522	470	7,965	19	231
Georgia	5,350	77,521	2,119	40,969	443	4,522	2,073	20,349	74	1,484	609	9,854	32	343
Mississippi	2,253	31,610	974	17,982	164	1,533	804	7,303	27	528	264	4,054	20	190
South Carolina	3,469	47,219	1,202	22,955	262	2,656	1,477	13,720	43	768	461	6,861	24	259
Tennessee	5,532	84,585	2,424	48,011	515	5,456	1,868	19,212	89	1,650	602	9,892	34	364
Region VIII:														
Iowa	5,119	88,995	2,738	57,451	831	9,398	1,030	12,273	110	2,072	397	7,639	13	162
Minnesota	5,762	112,502	3,088	72,856	822	10,406	1,215	15,863	138	2,981	485	10,210	14	186
Nebraska	2,039	36,320	1,100	23,578	292	3,304	440	5,328	40	816	161	3,213	6	81
North Dakota	502	8,575	244	5,208	51	870	143	1,625	9	172	54	989	1	11
South Dakota	625	11,097	325	7,087	86	1,085	146	1,691	12	216	55	1,007	1	11
Region IX:														
Arkansas	2,504	35,829	1,096	20,118	249	2,469	808	7,722	31	611	309	4,784	11	125
Kansas	3,244	56,336	1,721	36,450	449	4,897	700	8,092	93	1,779	268	4,960	13	158
Missouri	8,891	162,794	4,754	104,983	1,226	14,586	1,861	22,807	252	5,003	757	14,960	41	525
Oklahoma	3,135	52,517	1,327	28,233	276	3,148	1,051	12,138	48	950	428	7,987	5	61
Region X:														
Louisiana	3,916	62,071	1,684	33,495	330	3,496	1,290	14,264	85	1,622	504	8,905	23	289
New Mexico	630	9,514	241	4,854	37	441	253	2,568	7	157	89	1,457	3	37
Texas	10,005	161,619	4,265	87,551	893	9,628	3,356	37,289	146	2,808	1,306	23,900	39	443
Region XI:														
Arizona	982	16,852	400	9,041	82	1,043	365	4,305	11	203	123	2,250	1	10
Colorado	2,755	51,397	1,475	33,606	327	3,953	630	7,660	56	1,126	259	4,959	8	93
Idaho	978	17,082	460	10,153	107	1,167	290	3,473	11	191	110	2,005	7	93
Montana	1,152	21,367	558	12,616	122	1,550	310	3,956	43	873	117	2,342	2	30
Utah	1,366	24,273	546	12,498	143	1,738	461	5,775	25	512	187	3,700	4	50
Wyoming	465	8,274	220	4,825	34	381	147	1,814	7	139	57	1,115	0	0
Region XII:														
California	21,840	421,624	12,424	290,957	2,767	34,785	4,250	56,217	523	10,857	1,779	37,469	97	1,339
Nevada	248	4,714	117	2,786	12	155	36	1,129	3	49	27	558	3	37
Oregon	3,431	64,169	1,957	43,852	501	5,971	615	7,428	93	1,842	251	4,891	14	185
Washington	6,181	119,170	3,543	81,716	855	10,415	1,127	14,168	137	2,731	496	9,832	23	308
Territories:														
Alaska	73	1,529	44	1,047	4	56	17	267	1	25	5	124	2	10
Hawaii	1,289	18,520	611	10,908	60	549	506	5,140	2	32	109	1,881	1	10
Foreign	216	3,520	50	1,157	23	303	93	1,167	5	109	35	670	10	115

<sup>1</sup> See table 3, footnote 1.

<sup>2</sup> State of beneficiary's residence recorded as of June 30, 1941.



lowest average annual taxable wage for the year 1940 was only 43 percent of the highest. The benefit formula, it must be remembered, is weighted in favor of the low wage groups. It is estimated that there is a difference of about \$650 in average annual taxable wages for 1940 between the highest State,

Michigan, with approximately \$1,140, and Mississippi and Arkansas, which both show an average annual taxable wage of around \$485. The low average is based on the wages of all workers and is probably not representative of insured workers. It must be remembered that amounts in excess of

**Table 6.—Number and amount of monthly benefits in current-payment status,<sup>1</sup> by type of benefit and State of residence<sup>2</sup> of beneficiary, June 30, 1941**

[Corrected to July 15, 1941]

Social Security Board region and State	Total		Primary		Wife's		Child's		Widow's		Widow's current		Parent's	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
Total.....	336,240	\$6,095,575	160,401	\$3,635,738	44,320	\$537,140	88,091	\$1,076,135	9,567	\$193,834	32,444	\$634,351	1,417	\$18,377
<b>Region I:</b>														
Connecticut.....	6,223	118,906	2,832	67,526	918	11,665	1,529	20,301	329	6,858	587	12,155	28	401
Maine.....	2,766	47,846	1,477	31,028	423	4,945	556	6,209	95	1,815	204	3,729	11	120
Massachusetts.....	16,904	325,907	8,831	207,128	2,777	35,079	3,324	43,447	624	12,953	1,292	26,522	56	778
New Hampshire.....	2,171	37,184	1,205	25,357	374	4,033	409	4,437	66	1,271	114	2,047	3	39
Rhode Island.....	2,874	54,016	1,527	35,112	509	6,223	514	6,413	126	2,503	184	3,572	14	193
Vermont.....	1,192	20,921	609	13,158	175	2,030	266	3,076	34	712	106	1,920	2	25
<b>Region II:</b>														
New York.....	45,557	894,389	23,979	567,579	6,862	85,228	9,101	123,836	1,478	30,636	3,974	84,797	163	2,313
<b>Region III:</b>														
Delaware.....	798	14,837	443	9,810	123	1,460	149	1,914	31	600	48	1,011	4	42
New Jersey.....	14,341	288,123	7,183	177,315	2,186	28,715	3,073	41,972	568	11,960	1,273	27,330	58	831
Pennsylvania.....	36,124	663,645	16,795	388,799	4,991	60,899	9,483	119,072	1,112	22,336	3,595	70,584	148	1,955
<b>Region IV:</b>														
District of Columbia.....	1,357	25,285	621	14,425	144	1,807	386	4,830	45	930	160	3,281	1	12
Maryland.....	4,707	83,492	2,212	48,403	544	6,519	1,277	15,622	184	3,595	462	8,994	28	359
North Carolina.....	6,025	83,352	2,248	42,036	527	5,205	2,471	23,938	84	1,404	663	10,394	32	375
Virginia.....	5,150	78,379	1,937	39,413	448	4,986	1,985	20,745	106	2,013	644	10,840	30	352
West Virginia.....	5,895	94,811	2,076	45,167	554	6,459	2,419	27,971	95	1,809	728	13,125	23	280
<b>Region V:</b>														
Kentucky.....	5,717	87,393	2,260	45,945	583	6,433	2,115	22,294	105	1,968	623	10,409	31	344
Michigan.....	13,436	244,798	5,475	126,606	1,671	20,600	4,311	56,997	406	8,425	1,524	31,518	49	652
Ohio.....	21,749	409,536	10,480	245,024	3,181	39,726	5,349	69,188	714	14,645	1,946	39,868	79	1,085
<b>Region VI:</b>														
Illinois.....	22,790	439,473	11,163	264,167	3,057	38,159	5,571	74,786	632	13,081	2,263	47,840	104	1,440
Indiana.....	9,455	170,474	4,562	102,274	1,365	15,816	2,378	29,870	250	4,976	864	17,100	36	438
Wisconsin.....	7,678	145,457	3,786	88,941	1,238	15,435	1,691	21,558	244	5,167	695	14,045	24	311
<b>Region VII:</b>														
Alabama.....	5,246	77,223	2,114	41,438	458	4,799	1,925	19,148	66	1,037	654	10,471	29	330
Florida.....	4,428	74,831	2,084	45,935	494	5,984	1,323	13,906	78	1,494	430	7,281	19	231
Georgia.....	4,873	69,179	1,840	35,109	400	4,077	1,987	19,487	72	1,421	542	8,742	32	343
Mississippi.....	1,975	26,074	751	13,092	141	1,290	784	7,134	27	528	232	3,840	20	190
South Carolina.....	3,154	41,831	1,025	19,307	230	2,332	1,422	13,136	43	768	411	6,039	23	249
Tennessee.....	4,914	73,259	1,992	38,953	443	4,638	1,804	18,593	87	1,588	555	9,134	33	353
<b>Region VIII:</b>														
Iowa.....	4,665	80,158	2,408	50,256	766	8,683	1,004	11,966	110	2,072	364	7,019	13	162
Minnesota.....	5,314	102,711	2,753	64,684	762	9,643	1,186	15,523	137	2,950	462	9,725	14	186
Nebraska.....	1,827	32,046	939	20,020	261	2,936	430	5,189	40	816	151	3,004	6	81
North Dakota.....	436	7,307	197	4,175	41	448	138	1,564	9	172	50	937	1	11
South Dakota.....	561	9,819	277	6,004	79	1,006	139	1,614	12	216	53	968	1	11
<b>Region IX:</b>														
Arkansas.....	2,340	33,071	983	17,935	233	2,323	787	7,531	31	611	295	4,546	11	125
Kansas.....	2,974	51,403	1,527	32,439	412	4,500	676	7,846	92	1,753	254	4,707	13	158
Missouri.....	7,766	139,884	3,963	86,814	1,056	12,478	1,789	21,995	249	4,926	669	13,159	40	512
Oklahoma.....	2,925	48,332	1,180	24,828	252	2,873	1,029	11,925	48	950	411	7,695	5	61
<b>Region X:</b>														
Louisiana.....	3,595	56,126	1,460	28,805	300	3,167	1,251	13,823	84	1,605	477	8,437	23	289
New Mexico.....	589	8,771	219	4,337	35	421	240	2,442	7	157	85	1,377	3	37
Texas.....	9,179	145,965	3,727	75,929	814	8,745	3,252	36,159	143	2,726	1,205	21,973	38	433
<b>Region XI:</b>														
Arizona.....	909	15,354	356	7,948	76	978	353	4,175	10	180	113	2,063	1	10
Colorado.....	2,478	45,648	1,284	29,087	291	3,499	604	7,362	55	1,107	236	4,500	8	93
Idaho.....	875	15,007	385	8,470	89	1,032	279	3,341	11	191	104	1,880	7	93
Montana.....	1,063	19,648	501	11,376	111	1,423	302	3,857	42	849	105	2,113	2	30
Utah.....	1,262	21,538	466	10,539	128	1,538	448	5,608	25	512	181	3,591	4	50
Wyoming.....	429	7,513	193	4,212	30	336	146	1,803	7	139	53	1,023	0	0
<b>Region XII:</b>														
California.....	19,551	382,207	10,786	251,555	2,515	31,614	4,103	54,469	517	10,718	1,536	32,552	94	1,299
Nevada.....	155	2,929	51	1,332	5	87	71	965	2	21	23	487	3	37
Oregon.....	3,048	56,992	1,672	37,081	440	5,215	596	7,238	92	1,825	234	4,548	14	185
Washington.....	5,385	102,176	2,964	67,780	730	8,853	1,086	13,672	135	2,679	447	8,884	23	308
<b>Territories:</b>														
Alaska.....	61	1,260	34	806	2	28	17	267	1	25	5	124	2	10
Hawaii.....	1,157	16,298	519	9,122	58	514	475	4,827	2	32	104	1,793	1	10
Foreign.....	207	3,391	50	1,157	20	258	88	1,094	5	109	34	658	10	115

<sup>1</sup> See table 3, footnotes 1 and 2.

<sup>2</sup> State of beneficiary's residence recorded as of June 30, 1941.

\$3,000 paid to an individual employee are not included in computing the average annual taxable wage. New Jersey also had the highest average wife's benefit, \$13.07, and child's benefit, \$13.60, whereas Mississippi exhibited the lowest amounts for these benefits, namely, \$9.47, and \$9.08, respectively. Alabama ranked last in average amounts for widow's and South Carolina for widow's current benefits.

### **Regulation on Overpayments Revised**

The regulations<sup>3</sup> on overpayments have recently been amended so that if a penalty deduction has not been made at the time of termination of benefits because of error on the part of the Board, such failure will no longer constitute an overpayment. Consequently, it will not be necessary to deduct the penalty amount from survivors' benefits or require restoration from the beneficiary's estate. Before the regulation was amended, penalties which were not made prior to the death of the primary beneficiary, for example, were imposed upon the survivors' benefits.

The revision does not eliminate the requirement that the amount of the penalty deduction be taken out of any other benefits to which the same individual is or becomes entitled; nor does it preclude adjustment of any outstanding deductions on account of wages from covered employment, failure to attend school, a widow's not having a child in her care, or deductions from wife's or child's benefits because of the primary beneficiary's return to work.

The operation of the new regulation is illustrated in the following cases:

John and Mary are receiving primary and wife's insurance benefits, respectively. John dies. Mary becomes entitled to widow's insurance benefits. At some later time it is found that before his death John worked in covered employment and received wages of \$15 or more a month. Neither he nor Mary reported his employment. A penalty is found applicable against both. The following deductions are applicable against Mary's benefits as a widow: (1) adjustment for the deduction against John; (2) adjustment for the deduction against Mary's benefits as a wife; (3) penalty

deduction for Mary's violation, but no penalty deduction for John's violation.

In another instance, a father and child are receiving primary and child's insurance benefits, respectively. The father works, but neither he nor the child's guardian reports his employment. A penalty deduction is applied against both their benefits. The child attains age 18 before the deductions have equalled the amount of the penalty. Restitution would not be requested for the balance of the penalty against the child. However, if the child later became entitled to any other type of benefit, the amount of the penalty would be deductible from such benefits.

### **New Procedure for Reduction of Earnings Investigations**

Field personnel undertake an investigation of earnings whenever the regular quarterly wage reports by employers indicate that taxable wages of as much as \$15 a month may have been paid to a beneficiary who has not notified the Board of his reemployment. An investigation of monthly earnings is necessary because the Board has no way of knowing whether the quarterly total shown on the tax return was earned within 1 month or 3 months.

In order to reduce the number of such investigations, the Board, at the suggestion of an employer, has developed a new form which may be used in conjunction with the regular tax return. The new form shows for each employee in benefit status a monthly total of all wages earned in a quarter. It is believed that, if this report is filed directly with the Board at the time the employer submits his quarterly tax return to the Bureau of Internal Revenue, wage investigations will be greatly reduced.

In accordance with the Board's policy of restricting the number of reports required of employers, the form will be distributed only to employers who indicate dissatisfaction with respect to earnings investigations and who agree to eliminate such investigations through direct reporting to the Board. The use of this form will be entirely optional and may be discontinued by the employer at any time.

### **Modification in Regulations Regarding Release of Confidential Information**

A recent modification in the procedure governing

<sup>3</sup> Section 403.601 "Overpayments and Underpayments" of Regulations No. 3, implementing the section of the law respecting adjustments on account of error is affected.

the release of confidential information by the Social Security Board permits the Board to take the initiative in furnishing certain information about beneficiaries under the old-age and survivors insurance system to specified Federal and State agencies for administrative purposes. Previously, such information was furnished only upon request.<sup>4</sup>

Under this modified procedure, the Social Security Board will advise the appropriate State

<sup>4</sup> See Merriam, Ida C., "The Protection and Use of Information Obtained Under the Social Security Act," *Social Security Bulletin*, Vol. 4, No. 5 (May 1941), pp. 13-19.

or Federal agency of old-age and survivors insurance payments when it has information that a beneficiary under old-age and survivors insurance is also receiving public assistance, WPA earnings, or, in some States, unemployment compensation payments. Information will not be furnished in States in which unemployment compensation payments are made without regard to old-age and survivors insurance benefits. Information is transmitted only to the appropriate central office of each agency concerned, through the central office of the Bureau of Old-Age and Survivors Insurance.

## Operations Under the Railroad Retirement Act\*

Total net benefit payments certified to the Secretary of the Treasury in October amounted to \$10.6 million (table 1), 0.8 percent more than in September. Payments were larger for every class of benefits, with lump-sum death benefits showing the largest increase. Total benefit payments for the first 4 months of the fiscal year were \$41.8 million, 4.7 percent above those for the corresponding period a year ago.

New certifications of employee annuities in October numbered 1,416, a decrease of 16 percent from September. For the 4 months July-October, certifications were 17 percent below the corre-

sponding months of 1940. In October, 650 employee annuities were terminated by death. For July-October, the total number of deaths reported was 14 percent larger than for the corresponding 4 months of 1940. After adjustments for suspensions and reinstatements, the excess of new certifications over terminations resulted in an increase of 732 in October in the number of benefits in force, compared with an increase of 983 in September. The average monthly increase in the fiscal year ended June 30, 1941, amounted to 1,038. The average monthly payment was \$65.78 for all employee annuities in force at the end of October, including those subject to recertification.

Applications for employee annuities received in Washington numbered 1,833 in October, an in-

\* Prepared by the Bureau of Research and Information Service, Railroad Retirement Board, in collaboration with the Bureau of Research and Statistics, Social Security Board.

**Table 1.—Railroad retirement: Number and amount of annuities and pensions in force and net benefit payments certified to the Secretary of the Treasury, by class of payment, October 1941<sup>1</sup>**

Period and administrative action	Total		Employee annuities		Pensions to former carrier pensioners		Survivor annuities		Death-benefit annuities <sup>2</sup>		Lump-sum death benefits	
	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount	Number	Amount
In force as of Sept. 30, 1941.....	154,847	\$9,862,086	121,066	\$7,961,285	30,213	\$1,782,110	2,849	\$92,642	719	\$26,047	-----	-----
During October 1941:												
Initial certifications.....	1,543	96,499	1,416	92,102	6	272	36	1,131	85	2,963	-----	-----
Terminations by death (deduct).....	991	61,515	650	43,499	254	14,797	4	109	83	3,109	-----	-----
In force as of Oct. 31, 1941 <sup>3</sup> .....	155,360	9,898,191	121,798	8,011,426	29,954	1,766,939	2,886	93,814	722	26,010	-----	-----
Retroactive payments.....	-----	409,711	-----	380,482	-----	15,071	-----	3,673	-----	10,483	-----	-----
Lump-sum death benefits.....	1,130	\$303,261	-----	-----	-----	-----	-----	-----	-----	-----	1,130	\$303,261
Cancellations and repayments (deduct).....	-----	60,534	-----	47,111	-----	12,444	-----	205	-----	212	-----	560
Total payments (net).....	-----	10,550,629	-----	8,344,798	-----	1,769,565	-----	97,282	-----	36,281	-----	302,701

<sup>1</sup> For definitions of classes of payments, see the Bulletin, July 1939, p. 7. Data based on month ended on 20th calendar day in which annuity or pension was first certified or terminated upon notice of death, or in which other administrative action was taken by the Board rather than on month in which annuity or pension began to accrue, beneficiary died, or administrative action was effective. In-force payments as of end of month reflect administrative action through the 20th. Correction for claims certified or terminated in error or for incorrect amount is made in data for month in which error was discovered and not in which error was made. Cents omitted.

<sup>2</sup> In a few cases payments are made to more than 1 survivor on account of death of 1 individual; such payments are counted as single items. Terminations include those by death and by expiration of 12-month period for which death-benefit annuities are payable; nearly all terminations are of latter type.

<sup>3</sup> After adjustments for recertifications, reinstatements, and terminations for reasons other than death (suspension, return to service, recovery from disability, commutation to lump-sum payments).

<sup>4</sup> Includes \$534 additional payments on claims initially certified in previous months.



crease of 134 from September. For July-October, the total was 7,100, 8.5 percent less than in the corresponding period of 1940.

The number of pensions in force declined by 259 from the end of the preceding month. During July-October, terminations amounted to 1,119, or 133 less than in the comparable period last year. The average monthly payment in October was \$58.99.

The number of survivor annuities in force at the end of the month, after minor adjustments, stood at 2,886, and the average monthly payment was

\$32.51. Death-benefit annuities in force numbered 722, and the average monthly payment was \$36.03.

The Board certified 1,130 lump-sum death benefits in October, making a total of 4,508 for July-October, compared with 4,360 in the corresponding 4 months of last year. The average payment was \$267.90—\$6.17 more than for the September certifications. This average tends to rise with the increase in the amount of compensation credited to employees for the period beginning January 1, 1937.

# SOCIAL AND ECONOMIC DATA

BUREAU OF RESEARCH AND STATISTICS

## Social Security and Other Income Payments to Individuals

Total income payments to individuals in October, as in each of the preceding 6 months, established a new all-time high. Aggregate income payments were \$7.9 billion—almost \$1.0 billion higher than the total in July 1929, the peak month for the pre-depression years. October payments continued the uninterrupted rise which began more than a year ago and were 1.5 percent above September (table 1). While the rate of increase in total income payments was more gradual in September and October than in August, the increases in dollar amounts were substantial.

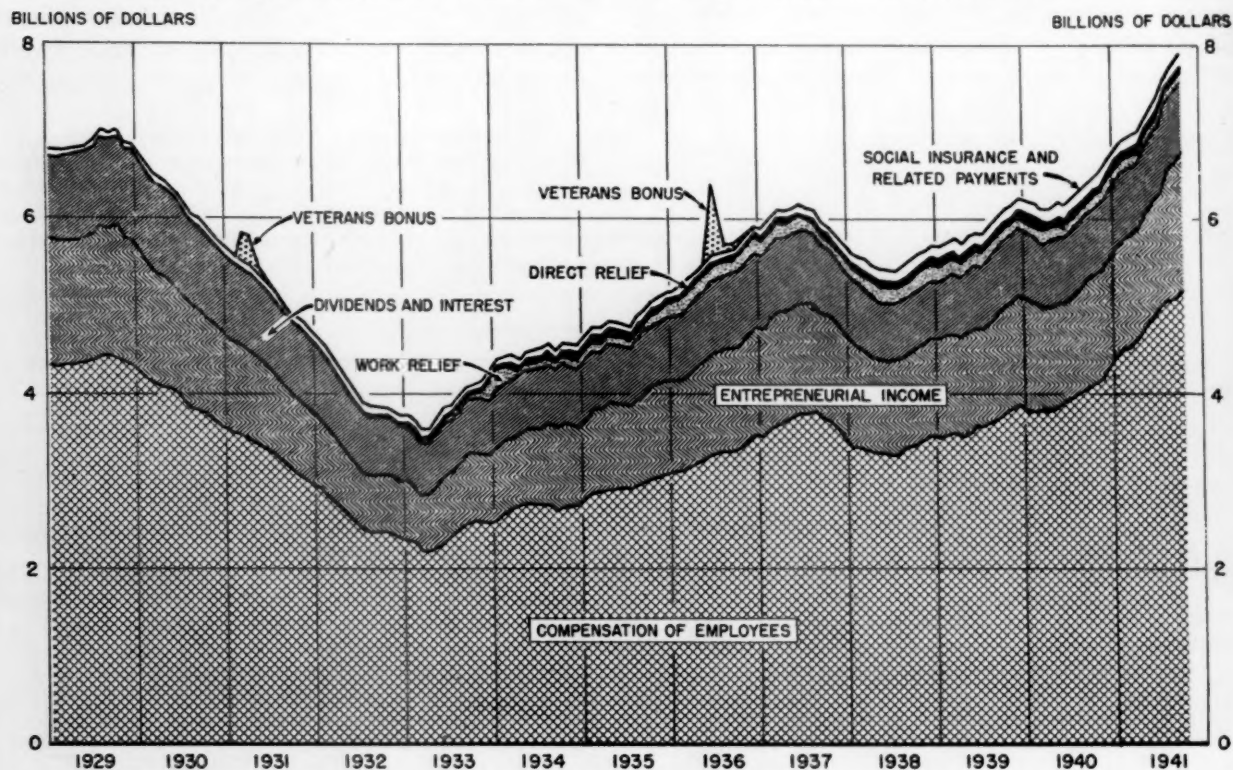
Production continued to expand in October, contrary to the usual seasonal decline. The rate of expansion, however, did not equal that experienced earlier in the year. The Federal Reserve Board's adjusted index of industrial production showed a gain of 3 points over September in spite

of declines in some industries caused by adjustments resulting from plant conversion and material shortages. Heavy farm marketings at higher price levels and large defense expenditures were more important than expansion of production in contributing to the higher rate of national income payments in October.<sup>1</sup>

The proportion of total national income payments going to entrepreneurs increased from 18 percent in June to 21 percent in October. In the latter month entrepreneurial income was 33 percent higher than in October 1940. Farmers are receiving a relatively larger share of this increase than are other entrepreneurs because the 40-percent rise in farm prices during the past year has brought with it a 28-percent increase in cash

<sup>1</sup> U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce, *Survey of Current Business*, Vol. 21, No. 11 (November 1941), p. 3

Chart 1.—Income payments in the continental United States, January 1929–October 1941



Source: U. S. Department of Commerce, Bureau of Foreign and Domestic Commerce.

**Table 1.—Income payments in the continental United States, by specified period, 1936–41<sup>1</sup>**

[In millions]

Year and month <sup>2</sup>	Total	Compensation of employees <sup>3</sup>	Entrepreneurial income, net rents, and royalties	Dividends and interest	Work relief <sup>4</sup>	Direct relief <sup>5</sup>	Social insurance and related payments <sup>6</sup>	Veterans' bonus
<b>Calendar year:</b>								
1936	\$68,115	\$39,772	\$13,533	\$9,700	\$2,155	\$672	\$856	\$1,427
1937	72,213	44,344	14,586	9,762	1,639	837	917	128
1938	66,584	40,832	13,139	8,026	2,094	1,008	1,428	57
1939	71,016	44,067	13,881	8,648	1,870	1,070	1,496	34
1940	75,706	47,847	14,384	9,085	1,577	1,096	1,689	28
<b>1940</b>								
October	6,486	4,134	1,229	771	127	90	133	2
November	6,533	4,178	1,245	768	121	90	129	2
December	6,081	4,305	1,258	763	128	93	132	2
<b>1941</b>								
January	6,821	4,421	1,263	765	131	96	143	2
February	6,917	4,545	1,244	768	125	96	138	1
March	6,978	4,590	1,254	771	126	98	138	1
April	7,030	4,636	1,269	775	121	96	132	1
May	7,216	4,795	1,298	777	116	93	136	1
June	7,375	4,943	1,314	785	104	93	135	1
July	7,454	5,002	1,344	795	86	90	136	1
August	7,656	5,070	1,482	800	80	90	133	1
September	7,790	5,089	1,597	804	79	89	131	1
October	7,905	5,164	1,634	809	79	88	130	1

<sup>1</sup> Compensation of employees, entrepreneurial income, net rents, and royalties, and dividends and interest adjusted for seasonal variation. Monthly figures for 1941 revised December 1941; seasonal adjustment factors changed.

<sup>2</sup> For annual and monthly figures 1929–40, see the Bulletin, August 1941, table 1, pp. 74–76.

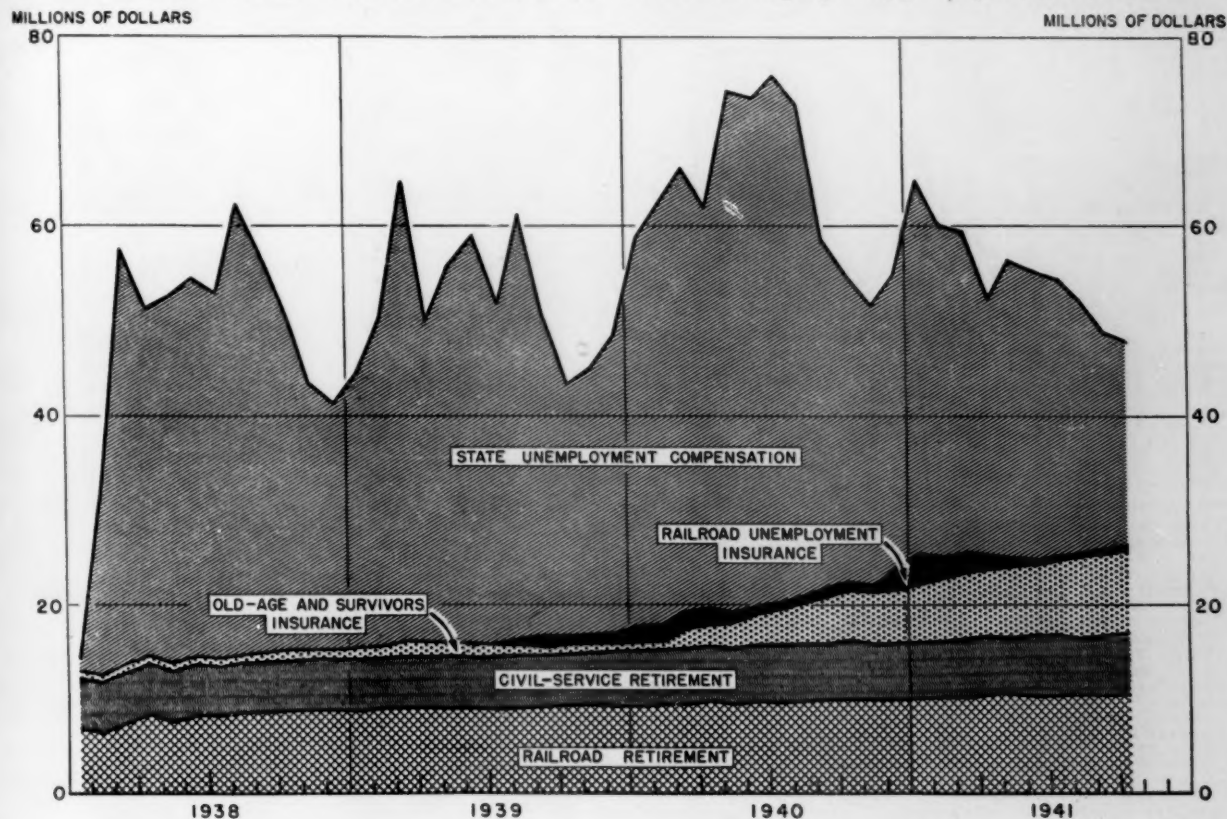
<sup>3</sup> Wage and salary payments minus deductions for employee contributions to social insurance and related programs. Includes industrial pensions.

<sup>4</sup> Earnings of persons employed by the CCC, NYA, and WPA. Excludes earnings of persons employed on other Federal agency projects financed from emergency funds.

<sup>5</sup> Payments to recipients under the 3 Federal assistance programs and general relief, and the value of surplus-food stamps issued by the Surplus Marketing Administration under the food stamp plan.

<sup>6</sup> Represents payments under programs of old-age and survivors insurance, railroad retirement, Federal, State, and local retirement, veterans' pensions, workmen's compensation, State unemployment compensation, and railroad unemployment insurance.

**Chart 2.—Payments under selected social insurance and retirement programs, January 1938–October 1941**





income from farm marketings. Increased income payments to business entrepreneurs resulted from a combination of higher price levels, increased productivity, and Government contracts for the expansion of industrial facilities.

Monthly payments to employees were also greater in October 1941 than in October 1940. The revised figures in table 1 for compensation of employees indicate that these payments had risen 25 percent. This increase resulted from higher wage rates, longer working hours, and an increase in employment.

Relief and social insurance and related payments were lower than in October 1940 primarily because of increased industrial activity and the high level of employment. Despite the growing

volume of lay-offs attributable to material shortages and to the curtailment of production in many industries, there was a net gain in employment with a consequent reduction of the load on the relief and unemployment insurance systems. Work relief payments were 38 percent lower than in October 1940 and direct relief payments, 2.2 percent lower. Social insurance and related payments showed a decline of 2.3 percent from the previous October, largely because of the 34-percent decrease in benefit payments under the unemployment insurance systems.

### Social Insurance and Related Payments

For five insurance programs which in October 1941 accounted for 37 percent of the total social

**Table 2.—Payments under selected social insurance and retirement programs, by specified period, 1936-41<sup>1</sup>**

(In thousands)

Year and month	Total	Retirement and survivor payments									Refunds under the Civil Service Commission to employees leaving service <sup>5</sup>	Unemployment insurance payments			
		Total	Monthly retirement payments <sup>2</sup>			Survivor payments <sup>3</sup>						Total	State unemployment compensation laws <sup>6</sup>	Railroad Unemployment Insurance Act <sup>10</sup>	
			Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>4</sup>	Civil Service Commission <sup>7</sup>	Monthly payments		Lump-sum payments							
						Social Security Act <sup>7</sup>	Railroad Retirement Act <sup>4</sup>	Social Security Act <sup>8</sup>	Railroad Retirement Act <sup>4</sup>	Civil Service Commission <sup>9</sup>					
Calendar year:															
1936.....	\$59,372	\$56,377	-----	\$683	\$51,630	-----	\$2	-----	-----	\$4,062	\$2,864	\$131	\$131	-----	-----
1937.....	105,429	99,818	-----	40,001	53,094	-----	444	\$1,278	-----	4,401	3,479	2,132	2,132	-----	-----
1938.....	569,367	169,640	-----	96,749	56,118	-----	1,400	10,478	\$291	4,604	3,326	396,401	396,401	-----	-----
1939.....	626,270	187,837	-----	107,282	58,331	-----	1,451	13,895	1,926	4,952	2,846	435,587	429,820	\$5,767	-----
1940.....	765,809	226,533	\$21,242	114,167	62,019	\$7,617	1,448	11,734	2,496	5,810	3,277	535,969	520,110	15,896	-----
1941 (10 months).....	551,585	238,179	44,557	99,524	53,897	19,727	1,297	11,166	2,803	5,208	3,667	309,739	296,739	13,006	-----
1940															
October.....	54,095	21,187	2,977	9,753	5,246	1,132	132	1,118	236	593	327	33,181	32,291	950	-----
November.....	51,633	20,968	3,066	9,738	5,262	1,196	124	959	178	465	332	30,333	29,561	772	-----
December.....	54,875	21,296	3,304	9,695	5,288	1,280	124	982	206	417	286	33,293	30,887	2,406	-----
1941															
January.....	64,840	21,929	3,603	9,739	5,312	1,393	120	1,063	221	478	266	42,645	39,270	3,375	-----
February.....	59,859	22,532	3,757	9,899	5,307	1,602	124	1,225	187	431	259	37,068	34,611	2,457	-----
March.....	59,371	23,194	4,030	9,792	5,360	1,762	125	1,241	226	658	324	35,853	33,608	2,245	-----
April.....	52,344	23,595	4,185	9,960	5,392	1,828	130	1,111	411	578	301	28,448	26,998	1,436	-----
May.....	55,486	23,680	4,386	10,003	5,401	1,928	133	1,080	367	382	384	32,422	31,574	845	-----
June.....	55,330	23,950	4,530	9,973	5,387	2,020	135	1,026	242	637	373	31,007	30,530	478	-----
July.....	54,451	24,466	4,759	9,964	5,418	2,160	131	1,179	317	538	337	29,648	29,293	355	-----
August.....	52,054	24,537	4,945	9,999	5,406	2,264	133	1,155	278	357	484	27,033	26,483	536	-----
September.....	48,915	24,909	5,073	10,081	5,452	2,726	132	986	251	605	455	23,554	22,942	613	-----
October.....	47,935	25,390	5,289	10,114	5,462	2,444	134	1,100	303	544	484	22,061	21,430	613	-----

<sup>1</sup> Payments to individual beneficiaries under programs; data exclude cost of administration. For detailed data, see tables in program sections of the Bulletin.

<sup>2</sup> Represent old-age retirement benefits under all acts and disability retirement benefits under Railroad Retirement and Civil Service Retirement Acts.

<sup>3</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent primary benefits, wife's benefits, and benefits to children of primary beneficiaries. Distribution by type of benefit partly estimated for 1940.

<sup>4</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment, minus cancellations, during month ended on 20th calendar day. Payments to survivors include annuities to widows under joint and survivor elections and 12-month death-benefit annuities to widows and next of kin.

<sup>5</sup> Principally payments under civil-service retirement and disability fund but includes also payments under Canal Zone retirement and disability fund and Alaska Railroad retirement and disability fund administered by the Civil Service Commission. Includes accrued annuities to date of death paid

to survivors. Data for calendar years 1936-39 estimated on basis of data for fiscal years. For discussion of benefits and beneficiaries under the Civil Service Retirement Act, see the Bulletin, April 1941, pp. 29-42.

<sup>6</sup> See footnotes 5 and 8.

<sup>7</sup> Amounts, including retroactive payments, certified to the Secretary of the Treasury for payment; represent widow's benefits, widow's current benefits, parent's benefits and orphan's benefits. Distribution by type of benefit partly estimated for 1940.

<sup>8</sup> Amounts certified to the Secretary of the Treasury for payment; represent payments at age 65 for 1937-August 1939, payments with respect to deaths of covered workers prior to Jan. 1, 1940, for entire period, and beginning January 1940 payments with respect to deaths of covered workers after Dec. 31, 1939. Payments at age 65 totaling \$651,000 in 1937, \$4.7 million in 1938, and \$4.3 million in 1939, are not survivor payments.

<sup>9</sup> Amount of checks issued, reported by State agencies to the Bureau of Employment Security.

<sup>10</sup> Amounts certified by regional offices of the Railroad Retirement Board to disbursing officers of the Treasury in the same city.

insurance and related payments in table 1, detailed monthly data are summarized in table 2. Comparable data for payments under workmen's compensation programs and under State and local retirement and veterans' pension programs are not available on a monthly basis.

Total payments under the Social Security Act, the Railroad Retirement Act, the Railroad Unemployment Insurance Act, the State unemployment compensation laws, and the retirement systems administered by the Civil Service Commission aggregated \$47.9 million in October. As in September, they were lower than at any time since January 1940, when benefits under the old-age and survivors insurance program first became payable. Improved employment conditions were almost entirely responsible for the low level of these payments.

Payments under the State unemployment compensation laws in October were only about half

as large as those in January and were 34 percent below October 1940 (table 2). Beneficiaries under the State unemployment compensation programs also decreased appreciably; in October 1941 they totaled 430,000, as compared with 698,000 in the same month of the preceding year (table 3).

Payments and beneficiaries under the Railroad Unemployment Insurance Act were lower than the October 1940 totals by 34 and 55 percent, respectively. Employment on class I steam railways has increased continuously since January 1941 in response to increased freight-car loadings and passenger traffic. While there was a seasonal decline in the number of maintenance-of-way employees, it was not sufficiently large to counteract the general upward trend in railroad employment.

In contrast to the cyclical downward trend in payments and beneficiaries under the unemployment insurance systems, the various retirement

Table 3.—Individuals receiving payments under selected social insurance and retirement programs, by month, October 1940–October 1941

[In thousands]

Year and month	Retirement and survivor beneficiaries								Separated employees receiving refunds under the Civil Service Commission <sup>9</sup>	Unemployment insurance beneficiaries	
	Monthly retirement beneficiaries			Survivor beneficiaries						State unemployment compensation laws <sup>10</sup>	Railroad Unemployment Insurance Act <sup>11</sup>
	Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>2</sup>	Civil Service Commission <sup>3</sup>	Monthly beneficiaries		Lump-sum beneficiaries <sup>4</sup>					
				Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>2</sup>	Social Security Act <sup>1</sup>	Railroad Retirement Act <sup>2</sup>	Civil Service Commission <sup>3</sup>			
1940											
October.....	130.9	144.9	64.6	59.1	3.2	8.6	1.1	0.6	1.7	698.1	28.9
November.....	140.7	145.6	65.0	66.7	3.2	7.2	.9	.7	1.5	676.1	20.3
December.....	150.6	146.0	65.2	75.1	3.3	7.3	1.0	.6	1.6	666.6	73.7
1941											
January.....	164.8	146.4	65.5	83.3	3.3	7.8	1.0	.9	1.7	825.7	77.6
February.....	175.0	147.3	65.5	92.9	3.3	9.1	.8	.5	1.7	806.4	63.2
March.....	190.7	147.6	66.1	101.2	3.3	9.1	1.0	.7	1.9	761.7	55.6
April.....	200.8	148.1	66.3	108.7	3.4	8.2	1.7	.6	2.0	589.6	38.5
May.....	211.1	148.9	66.8	115.8	3.4	7.9	1.5	.4	2.5	659.0	20.7
June.....	218.8	149.6	66.9	122.4	3.4	7.4	1.0	.6	2.6	682.9	11.4
July.....	229.0	150.2	67.1	129.9	3.5	8.6	1.3	.6	2.5	611.1	10.0
August.....	239.2	150.6	67.5	137.1	3.5	8.5	1.1	.5	3.3	571.9	12.0
September.....	247.7	151.3	67.5	142.7	3.6	7.2	1.0	.7	3.0	493.4	13.2
October.....	257.5	151.8	67.8	149.9	3.6	8.0	1.1	.6	3.4	430.0	12.9

<sup>1</sup> Primary beneficiaries and their wives and children, for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit partly estimated for 1940.

<sup>2</sup> Employee annuitants and pensioners on roll at end of month; include disability annuitants.

<sup>3</sup> Annuitants under Civil Service, Canal Zone, and Alaska Railroad Retirement Acts; represents age and disability retirements, voluntary and involuntary retirements after 30 years' service, and involuntary separations after not less than 15 years' service. Figures not adjusted for suspension of annuities of persons who have returned to work in the War and Navy Departments under the National Defense Act of June 28, 1940, numbering 478 in October 1941.

<sup>4</sup> Widows, parents, and orphans for whom monthly benefits were certified to the Secretary of the Treasury during month. Distribution by type of benefit partly estimated for 1940.

<sup>5</sup> Widows receiving survivor benefits under joint and survivor elections and next of kin receiving death-benefit annuities for 12 months. Widows receiving both survivor and death-benefit annuities are counted twice, but 2 or more individuals sharing 1 death-benefit annuity are counted as 1.

<sup>6</sup> Number of deceased wage earners with respect to whose wage records payments were made to survivors.

<sup>7</sup> Represents deceased wage earners whose survivors received payments under either 1935 or 1939 act.

<sup>8</sup> See footnote 3 for programs covered. Represents survivors of employees who died before retirement age and of annuitants with unexpended balances.

<sup>9</sup> See footnote 3 for programs covered.

<sup>10</sup> Represents average number of weeks of unemployment compensated in calendar weeks ended within month.

<sup>11</sup> Number of individuals receiving benefits during second and third weeks of month for days of unemployment in registration periods of 15 consecutive days through November 1940 and of 14 days thereafter.

systems are experiencing a long-term upward trend in payments and beneficiaries. In October, retirement and survivor payments aggregated \$25.4 million as compared with \$21.2 million in the same month of 1940. Total monthly payments under the various retirement programs were greater than they had been in any previous month. Similarly, monthly payments under the Social Security Act to primary beneficiaries and their dependents and to survivors of covered workers reached an all-time high, as did monthly payments to primary beneficiaries under programs administered by the Railroad Retirement Board and the Civil Service Commission. Primary beneficiaries

receiving monthly benefits under these programs also were more numerous than ever before, as were survivors of wage earners insured under the Social Security Act. It is estimated that during October approximately 480,000 families received monthly benefits on the basis of previous covered employment of one or more family wage earners, 257,000 under the Social Security Act, and 223,000 under the Railroad Retirement Act and the Civil Service retirement systems. This total represents an increase over September of approximately 12,000 families benefiting from the retirement programs and is an indication of the growing importance of these programs.

## The British National Health Insurance, Contributory Pensions and Workmen's Compensation Act, 1941\*

To offset increases in the cost of living, Great Britain during 1940 increased benefit payments and allowances under unemployment insurance and assistance, old-age pensions, and workmen's compensation. With the passage of the National Health Insurance, Contributory Pensions and Workmen's Compensation Act on July 22, 1941, all insurance programs have now been liberalized. The new act, the provisions of which go into effect in January 1942, extends the coverage of the three systems and increases benefits and contributions under national health insurance.

The Minister of Health, with the approval of the Treasury, may modify or suspend the operation of any of the provisions of the health insurance or pension acts if war conditions make it expedient, but he cannot change the rates of benefits or contributions or the proportion of the total costs to be met by such contributions.

**Coverage.**—For compulsory health insurance and contributory old-age pensions, the maximum income limit for nonmanual workers has been raised from £250 to £420 a year; for workmen's compensation this maximum has been raised from £350 to £420. Inclusion of the "£8 a week man" brings the health insurance and workmen's compensation systems into conformity with the limit established in 1940 for unemployment insurance. The same maximum applies to voluntary contributors to health insurance. The act also makes transitional arrangements to maintain continuity of insurance for individuals who have recently

ceased to be compulsorily insured through the operation of the £250 limitation.

**Health insurance benefits.**—The rates of sickness and disablement benefits, which had remained practically unchanged since 1920, are raised 3s. a week. The normal rate of benefits will be:

Insured worker	Sickness	Disablement
Men.....	18s.	10½s.
Single women and widows.....	15s.	9s.
Married women.....	13s.	8s.

No change is made in the qualifying provisions for either benefit. The reduced sickness benefits payable when less than 104 contributions have been made are increased from 9s. to 12s. for men, and from 7s. 6d. to 10s. 6d. for women, both single and married. Likewise the act provides that the amount of the health insurance benefit which is to be disregarded by public assistance authorities in computing the resources of any applicant for unemployment assistance and other specified allowances shall be 10s. 6d. instead of the former 7s. 6d.

**Health insurance contributions.**—The cost of the new sickness and disability benefits is met by an increase of 2d. in the normal weekly rate of contributions. Total weekly contributions will be 11d. for men and 10½d. for women, of which 5½d. in each case is to be paid by the employer. The employer continues to pay the entire contribution for insured contributors whose rate of remuneration does not include the provision of board and room by their employer and does not exceed

\*Prepared in the Division of Publications and Review.



3s. a day; when the daily rate is more than 3s. but not more than 4s., the employer will pay 6½d. of the total.

Proportionate increases are provided in the rate of contributions for workers employed casually or intermittently and for other classes of contributors for whom special provisions are in effect. For boys and girls between the ages of 14 and 16, who are insured for medical benefit only, the contribution rate continues to be 4d., of which the employer pays half. This rate, according to the Government Actuary, has been "rather more than sufficient, and it will still be adequate to cover the cost of these services as increased under the Bill."

The Government contribution toward the cost of benefits and local administration is increased in exact proportion to the increase in benefit expenditures; as under the old act, it is fixed at one-seventh of the total cost in the case of men and one-fifth in the case of women.

*Costs and financing.*—Raising the income maximum to £420 will probably bring into the health insurance and contributory pensions systems, according to estimates of the Government Actuary, about 450,000 men. Another 50,000 will come from employments which are excluded from health and old-age insurance and who will therefore be insured for survivors' pensions only. Of the total number of new entrants 200,000 are already insured as voluntary contributors under the health insurance and contributory pensions laws, and probably about 100,000 are already insured as voluntary contributors under the special pension plan for "blackcoat" workers enacted in 1937. The number of women affected is too small to add appreciably to the coverage of any of the systems.

The effect of the increased benefits and the increased coverage of the health insurance program is expected to add about £1.3 million to the annual charge borne by the Exchequer. Taking into account the transfer of persons from voluntary to compulsory pension insurance, the net financial result of the changes effected for contributory pensions, according to the Government Actuary, "is that the Exchequer grants to the two schemes taken together [i. e., compulsory and voluntary] will probably be about £1 million a year greater within 10 years' time than would otherwise have been the case, the excess in the charge rising to more than £1½ millions within the following de-

cennium." Under British old-age insurance, the Government pays the entire cost of contributory pensions payable to persons over age 70. Therefore, an additional charge on the Exchequer will come with respect to pensions for persons over 70 years of age who are now for the first time brought under the pension insurance system. These additional costs will begin in about 5 years and in about 30 years' time it is estimated that they will reach some £2½ million a year.

The act provides for the increased expenditures under health insurance which will result from increases in the cost of medical benefits—including the remuneration of medical practitioners and cost of drugs—and increased administrative expenses of insurance committees and the Minister of Health. The statutory maximum yearly expenditure for medical benefits and administration is raised from 13s. to 14s. 6d. per person per year, on the basis of the total number of insured individuals entitled to medical benefits as present or past members of an approved society. The additional 1½s. is not definitely allocated in the statute. The Government has, however, reached an agreement with the medical profession to increase the capitation fee from 9s. to 9s. 9d. per insured person, effective January 1, 1942, and to increase the mileage allowance by about 20 percent. It was agreed that the additional 9d. was to cover only increased expenses of practice and the additional group just brought into insurance and was not to be considered as meeting the physicians' demand for reconsideration of the basic capitation fee because of increases in the cost of living. That question is to be reviewed as soon as the war ends.

The act removes the former limits of 6d. and 3d. per individual allowed the insurance committees and the Minister of Health, respectively, for administrative costs, and provides that "the sums so payable shall not exceed such sums as may be prescribed." The increase in the liabilities of the approved societies is met by creating additional reserve values and raising from 3 to 3½ percent the rate of interest on balances standing to the credit of approved societies.

The Government Actuary estimates that the new rates of contribution will provide a margin sufficient to meet the new rates of yearly expenditures up to about 2s. 6d. per insured person. The actuarial value of the increased benefits, including this additional 2s. 6d., is calculated as the

equivalent of a weekly contribution of about 11.2d. for a man and 11.9d. for a woman, basing the estimate on individuals entering the system at age 16. The higher value for the women's benefit, notwithstanding their lower actual benefits, is caused by their higher average number of weeks of sickness and disability.

*Significance of the legislation.*—Criticism of the bill during its passage through the House of Commons included the points that the bill did nothing to remove inequalities between sickness and disablement benefits or the inequalities of benefits between members of one approved society and another. Another main argument was that the bill left practically untouched the discrepancies between the levels of health insurance, workmen's compensation, unemployment insurance, and pensions. It was made clear by the Secretary of State for Scotland, however, speaking for the Government, that major changes in the structure of the British insurance and relief program must await the recommendations of the Inter-departmental Committee on Social Insurance and Allied Services, under the chairmanship of Sir William Beveridge. The present bill, he said, must be read against the background of the survey now being conducted by that Committee. "It is only an interim Measure, a stop-gap, designed to meet immediate necessities, but to do so in such a way as will not prejudice whatever conclusions at which this House may arrive after the war emergency is over, regarding the whole future of social

insurance. We think the Measure is useful and necessary now. It will bring relief and a measure of happiness to thousands of homes while the Committee is laying down the lines for the major Measure, which can be undertaken only when there is time for adequate discussion, free from the stresses and the harassments of war."

The National Insurance Gazette, on the other hand, in an editorial in the issue of July 31, 1941, emphasized the positive achievements of the present act, declaring that "in pre-war years a Bill which brought into insurance all workers earning up to £8 a week would have been considered to be of decided importance. So, too, would a Bill which increased benefits by 3s. a week and contributions by 2d. a week; while a Bill which gave National Insurance Medical benefit to persons earning up to £420 a year would have demanded weeks of criticism and discussion. There are technical changes of some importance, too. We are, in short, doing in a day or two what ordinarily we could not have done in a month. And the doctors are accepting without a murmur, in 1941, a proposition against which they would have gone to the stake in 1911. Thirty years ago the Medical Benefit negotiations took months of bitter and even violent fighting, and even at the end the doctors absolutely refused to give the benefit to persons earning over £3 a week. To-day there is not even a letter to 'The Times' against a proposition to give the benefit to persons earning £8 a week."

# Financial and Economic Data

## Receipts and Expenditures

Federal insurance contributions totaled \$45.7 million in October, an increase of less than \$1.0 million over July, the first month of the previous quarter, and \$11.2 million more than receipts in October 1940. Collections for the first 4 months of the current fiscal year amounted to \$253.4 million or a rise of \$54.2 million over the same

period last year and \$80.2 million over the 1939 period (table 2). Receipts in October were based mainly on pay rolls for July-September, a period of rapidly rising pay rolls. The Bureau of Labor Statistics unadjusted index of pay rolls in manufacturing industries stood at 163.0 in September, 10.9 points above the June level of 152.1.

State unemployment contributions also con-

Table 1.—Social security and total Federal receipts, expenditures, and public debt, by specified period, 1936-41

[In millions]

Period	General and special accounts											Public debt						
	Receipts of Federal Government				Expenditures <sup>1</sup> of Federal Government							Trust accounts, etc., <sup>7</sup> excess receipts (+) or expenditures (-)	Change in general fund balance	Total	Old-age and survivors insurance trust fund	Unemployment trust fund <sup>8</sup>	Railroad retirement account	All other
	Total <sup>1</sup>	Social security taxes <sup>2</sup>	Railroad retirement and unemployment taxes <sup>3</sup>	All other	Total <sup>1</sup>	Under the Social Security Act		Under the Railroad Retirement Board		All other								
						Admini- strative expenses and grants to States <sup>4</sup>	Net appropria- tions and transfers to old-age and survivors insurance trust fund	Admini- strative expenses <sup>5</sup>	Transfers to railroad retirement account									
Fiscal year:																		
1936-37.....	\$5,294	\$252	( <sup>6</sup> )	\$5,042	\$5,442	\$183	\$265	\$1		\$7,993	-\$3,149	+\$374	-\$128	\$36,425	\$267	\$312		\$35,946
1937-38.....	6,242	604	\$150	5,488	7,626	291	387	3	\$146	6,799	-1,384	+306	-338	37,165	662	872	\$66	35,565
1938-39.....	5,668	631	109	4,928	9,210	342	803	3	107	8,255	-3,542	+890	+622	40,440	1,177	1,267	67	37,929
1939-40.....	5,925	712	126	5,087	9,537	379	1,039	8	121	8,490	-3,612	+137	-947	42,968	1,738	1,710	70	39,441
1940-41.....	8,269	788	144	7,337	13,372	447	661	7	124	12,133	-5,103	-148	+742	48,961	2,381	2,273	74	44,233
4 months ended:																		
October 1939.....	1,768	187	30	1,551	3,177	143	177	2	57	2,798	-1,409	-112	-925	41,036	1,349	1,370	77	38,240
October 1940.....	2,010	211	34	1,765	3,339	172	188	2	56	2,921	-1,330	+189	+29	44,137	1,871	1,821	85	40,360
October 1941.....	2,634	266	41	2,327	7,328	191	245	3	78	6,511	-4,694	+80	+8	53,584	2,546	2,538	112	48,388
1940																		
October.....	365	37	( <sup>6</sup> )	328	901	57	32	( <sup>6</sup> )		812	-536	-24	-495	44,137	1,871	1,821	85	40,360
November.....	485	133	5	347	940	37	123	1	20	759	-455	+216	-103	44,273	1,866	1,934	85	40,388
December.....	741	4	31	706	1,173	19		( <sup>6</sup> )		1,153	-432	-209	+111	45,025	2,016	1,945	85	40,979
1941																		
January.....	372	46	1	325	1,142	53	32	( <sup>6</sup> )	10	1,047	-771	+15	+97	45,877	2,006	1,974	85	41,812
February.....	674	188	5	481	1,208	30	132	1	20	1,025	-534	-3	-324	46,090	2,002	2,087	85	41,916
March.....	1,567	4	31	1,532	1,400	36	( <sup>6</sup> )	1	10	1,553	+167	-236	+1,014	47,173	2,161	2,077	85	42,850
April.....	602	42	1	559	1,352	49	37	1	8	1,257	-750	+402	-290	47,231	2,151	2,117	85	42,878
May.....	541	187	8	376	1,288	35	147	1		1,105	-747	-264	-521	47,721	2,146	2,254	84	43,237
June.....	1,277	4	28	1,245	1,530	17	1	1		1,511	-252	-259	+729	48,961	2,381	2,273	74	44,233
July.....	456	47	1	408	1,640	60	43	1	46	1,490	-1,185	+599	-34	49,513	2,371	2,333	108	44,701
August.....	554	167	6	381	1,687	43	157	1		1,486	-1,133	-2	+274	50,921	2,361	2,479	102	45,979
September.....	1,136	4	33	1,099	1,875	33	1	1		1,840	-739	-293	-607	51,346	2,556	2,479	91	46,220
October.....	489	48	1	440	2,126	56	43	1	32	1,994	-1,637	-225	+376	53,584	2,546	2,538	112	48,388

<sup>1</sup> Beginning July 1940, appropriations to old-age and survivors insurance trust fund minus reimbursements to the Treasury for administrative expenses are excluded from net receipts and expenditures of general and special accounts of the Treasury. These net appropriations are included here in both total receipts and expenditures for comparison with previous periods.

<sup>2</sup> Represents collections under the Federal Insurance Contributions Act and the Federal Unemployment Tax Act.

<sup>3</sup> Represents total collections under the Carriers Taxing Act and 10 percent of collections under the Railroad Unemployment Insurance Act (see table 2, footnote 5).

<sup>4</sup> Excludes public-debt retirement. Based on checks cashed and returned to the Treasury.

<sup>5</sup> Excludes funds for vocational rehabilitation program of the Office of Education and for disease and sanitation investigations of the Public Health Service (see table 3, footnote 1); also includes grants to States for employment service administration under the Wagner-Peyser Act. Such grants are included in "all other." Also excludes administrative expenses incurred by the Treasury prior to July 1940 in administration of title II of the Social

Security Act and the Federal Insurance Contributions Act. Includes expenses incurred by the Social Security Board in administration of the Wagner-Peyser Act, beginning July 1940.

<sup>6</sup> Includes expenditures for administration of railroad unemployment insurance, amounting to \$500,000 in 1938-39, \$5.0 million in 1939-40, \$3.4 million in 1940-41, and \$914,000 in 1941-42; also includes \$2,383,000 expended since April 1941 for acquisition of service and compensation data of railroad workers in accordance with Public Res. 102, approved Oct. 9, 1940.

<sup>7</sup> Includes all trust accounts, increment resulting from reduction in weight of gold dollar, expenditures chargeable against increment on gold (other than retirement of national bank notes), and receipts from seigniorage.

<sup>8</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account and for each State employment security agency.

<sup>9</sup> Less than \$500,000.

<sup>10</sup> Excludes amounts reimbursed to the Treasury for administrative expenses, which were part of transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.



tinued their upward trend and reached an all-time high in October. The increase in these receipts, like that in Federal insurance contributions, reflects expanding employment and rising pay rolls.

Federal revenues from all sources amounted to \$489 million in October, as compared with \$1,136

**Table 2.—Social insurance taxes under selected programs, by specified period, 1936-41**

Period	Old-age and survivors' insurance		Unemployment insurance		
	Federal insurance contributions <sup>1</sup>	Taxes on carriers and their employees <sup>2</sup>	State unemployment contributions <sup>3</sup>	Federal unemployment taxes <sup>4</sup>	Railroad unemployment insurance contributions <sup>5</sup>
Cumulative through October 1941.....	\$2,787,738	\$556,321	\$3,990,919	\$466,713	\$136,141
Fiscal year:					
1936-37.....	194,346	345	( <sup>6</sup> )	57,751	—
1937-38.....	514,406	150,132	( <sup>6</sup> )	90,104	—
1938-39.....	530,358	109,257	803,007	100,869	—
1939-40.....	604,694	120,967	853,955	107,523	49,167
1940-41.....	690,555	136,942	888,442	97,677	68,162
4 months ended:					
October 1939.....	173,210	30,055	314,736	14,166	—
October 1940.....	199,152	32,535	323,703	11,967	16,279
October 1941.....	253,380	38,678	409,050	12,790	18,812
1940					
October.....	34,500	366	115,721	2,747	22
November.....	125,124	4,804	85,117	7,998	868
December.....	3,141	29,166	12,464	558	16,331
1941					
January.....	33,923	604	129,532	12,082	44
February.....	134,433	5,414	88,561	53,475	569
March.....	2,588	28,951	6,867	918	16,739
April.....	39,228	1,371	127,940	2,447	70
May.....	149,679	7,979	105,763	7,453	957
June.....	3,286	26,120	8,495	780	16,306
July.....	44,815	872	146,570	2,234	50
August.....	159,525	5,638	107,460	7,477	573
September.....	3,366	31,111	6,781	910	18,103
October.....	45,674	1,058	148,239	2,169	86

<sup>1</sup> Tax effective Jan. 1, 1937, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. A, sec. 1426), payable by employers and employees.

<sup>2</sup> Tax effective Mar. 1, 1936, based on wages for employment as defined in Carriers Taxing Act, payable by carriers and employees.

<sup>3</sup> Represents contributions plus penalties and interest collected from employers and contributions from employees, deposited in State clearing accounts. For differences in State rates, see p. 59, table 10, footnote 1. Data include contributions based on wages from railroad industry prior to July 1, 1939. Subsequent transfers from State accounts to railroad unemployment insurance account in unemployment trust fund, amounting to \$105.9 million as of Oct. 31, 1941, are not deducted. Figures reported by State agencies, corrected to Oct. 31, 1941.

<sup>4</sup> Tax effective Jan. 1, 1936, based on wages for employment as defined in Internal Revenue Code (ch. 9, subch. C, sec. 1607), payable by employers only. Amounts represent Federal tax collections after deduction for amounts paid into State unemployment funds on covered wages earned in previous calendar year.

<sup>5</sup> Tax effective July 1, 1939, based on wages for employment as defined in Railroad Unemployment Insurance Act, payable by employers only. Computed from data in Daily Statement of the U. S. Treasury. Represents 10 percent which is deposited with the Treasury and appropriated to railroad unemployment insurance administration fund for expenses of the Railroad Retirement Board in administering act, and 90 percent which is deposited in railroad unemployment insurance account in unemployment trust fund and is not included in receipts of general and special accounts of the Treasury. Amounts, therefore, differ from figures on p. 85, table 1, which represent only the 10 percent deposited with the Treasury.

<sup>6</sup> Not available.

<sup>7</sup> Includes \$40.6 million subsequently refunded to States which did not collect taxes on 1936 pay rolls and in which employers paid full tax to Federal Government.

million in September and \$365 million in October 1940 (table 1). There is usually a considerable drop between receipts in the third month of a quarter and those in the first month of the succeeding quarter.

Social security taxes accounted for 9.8 percent of total receipts during the month, only slightly less than the average of 10.1 percent for the 4 months of the current fiscal year. During the corresponding 4 months of 1940-41 these taxes represented 10.5 percent of total Federal receipts.

**Table 3.—Federal appropriations and expenditures for administrative expenses and grants to States under the Social Security Act, by specified period, 1940-42<sup>1</sup>**

Item	Fiscal year 1940-41		Fiscal year 1941-42	
	Appropriations <sup>2</sup>	Expenditures through October <sup>3</sup>	Appropriations <sup>2</sup>	Expenditures through October <sup>3</sup>
Total.....	\$440,894	\$171,914	\$463,829	\$190,945
Administrative expenses.....	27,694	10,818	26,129	10,503
Federal Security Agency, Social Security Board <sup>4</sup> .....	27,220	8,854	25,655	8,189
Department of Labor, Children's Bureau.....	364	121	364	126
Department of Commerce, Bureau of the Census.....	110	47	110	31
Department of the Treasury <sup>5</sup> .....	( <sup>6</sup> )	1,797	( <sup>6</sup> )	2,157
Grants to States.....	413,200	161,096	437,700	180,441
Federal Security Agency.....	402,000	157,065	426,500	176,667
Social Security Board.....	391,000	152,018	415,500	171,768
Old-age assistance.....	245,000	94,602	270,000	109,629
Aid to dependent children.....	75,000	23,455	74,000	26,785
Aid to the blind.....	10,000	2,756	9,000	3,123
Unemployment compensation administration.....	61,000	31,205	62,500	32,231
Public Health Service:				
Public health work.....	11,000	5,047	11,000	4,889
Department of Labor, Children's Bureau.....	11,200	4,031	11,200	3,784
Maternal and child health services.....	5,820	1,929	5,820	1,841
Services for crippled children.....	3,870	1,421	3,870	1,280
Child welfare services.....	1,510	681	1,510	713

<sup>1</sup> Excludes some funds appropriated and expended under the Social Security Act, because they are not separated from other Federal funds for similar purposes. Such is the case with funds for vocational rehabilitation for which \$113,000 was appropriated for 1940-41 and \$112,000 for 1941-42 for administration in the Office of Education, and \$2 million for 1940-41 and \$2,650,000 for 1941-42 for grants to States. For disease and sanitation investigations of the Public Health Service, appropriations were \$1,625,000 for 1940-41 and \$1,665,000 for 1941-42 in addition to grants to States shown in this table.

<sup>2</sup> Excludes unexpended balance of appropriations for previous fiscal year.

<sup>3</sup> Based on checks cashed and returned to the Treasury. Includes expenditures from reappropriated balance of appropriations for previous fiscal year.

<sup>4</sup> Includes amounts expended by the Board in administration of title II of the act, reimbursed to general fund of the Treasury. Includes amounts for administration of the Wagner-Peyser Act.

<sup>5</sup> Represents amounts expended by the Treasury in administration of title II of the Social Security Act and the Federal Insurance Contributions Act, reimbursed to general fund of the Treasury.

<sup>6</sup> Not available.

<sup>7</sup> Includes grants certified by the Social Security Board to States for employment service administration to meet requirements of unemployment compensation program. Excludes grants to States for employment service administration under the Wagner-Peyser Act, for which \$3 million was appropriated in 1940-41 and \$3,100,000 in 1941-42.

Source: Various Federal appropriation acts (appropriations); Daily Statement of the U. S. Treasury (expenditures).

When the new defense taxes levied by the Revenue Act of 1941—many of which became effective October 1—are reflected in tax receipts, the ratio of social security taxes to total Federal receipts may be expected to decline much more sharply.

Federal expenditures in October amounted to \$2,126 million, more than twice the amount for the same month of 1940. Expenditures since July 1941, including net appropriations to the old-age and survivors insurance trust fund, also were more than double the amount for July-October 1940. Expenditures for administration and grants to States under the Social Security Act in the 4-month period represented only 2.6 percent of total expenditures, as compared with 5.2 percent in the same period of 1940.

The marked increase in total disbursements during October, coupled with the drop in receipts, resulted in an excess of \$1.6 billion in expenditures over receipts and brought the total excess for the fiscal year to \$4.7 billion. The public debt has risen from \$49.0 billion as of June 30, 1941, to \$53.6 billion as of October 31. The investments of the old-age and survivors insurance trust fund

and the unemployment trust fund accounted for \$430 million of this rise. The combined investments of these funds totaled \$5,084 million on October 31, or 9.6 percent of the interest-bearing public debt. The computed rate of interest on the interest-bearing public debt continued to decline and was 2.465 percent at the end of October compared with 2.482 percent as of September 30, 1941, and 2.588 percent as of October 31, 1940. The October rate is the basis for determining the rate of interest on any unemployment trust fund certificates or old-age and survivors insurance trust fund notes acquired in November.

Grants to States and administrative expenses under the Social Security Act for the first 4 months of the current fiscal year amounted to \$190.9 million, an increase of \$19.0 million over the corresponding period of last year (table 3). Administrative expenditures in the same period declined 2.9 percent from the previous year. Total grants to States increased \$19.3 million or 12 percent over last year; the largest increases occurred in grants for old-age assistance and for aid to dependent children. Grants for public health

Table 4.—Status of the old-age and survivors insurance trust fund, by specified period, 1936-41

[In thousands]

Period	Receipts <sup>1</sup>		Expenditures		Assets			
	Contributions appropriated to trust fund <sup>2</sup>	Interest received <sup>3</sup>	Benefit payments <sup>4</sup>	Reimbursement for administrative expenses	Net total of special Treasury notes acquired <sup>5</sup>	Cash with disbursing officer at end of period	Credit of fund account at end of period <sup>6</sup>	Total assets at end of period
Cumulative through October 1941.....	\$941,521	\$143,290	\$131,189	\$47,942	\$2,546,000	\$14,040	\$50,640	\$2,610,680
Fiscal year:								
1936-37.....		2,262	27		267,100	73	62	267,235
1937-38.....		15,412	5,404		395,200	1,931	113,012	777,243
1938-39.....		26,951	13,892		514,900	3,036	66	1,180,302
1939-40.....		42,489	15,805		560,900	6,098	500	1,744,698
1940-41.....	688,141	55,958	64,342	26,840	642,500	10,778	6,238	2,397,615
4 months ended:								
October 1939.....			4,267		172,000	3,768	373,067	1,726,036
October 1940.....	196,738	146	15,502	9,070	132,500	10,426	35,985	1,917,011
October 1941.....	253,380	218	31,719	8,814	165,400	14,040	50,640	2,610,680
1940								
October.....	34,500	42	4,942	2,407	-5,000	10,426	35,985	1,917,011
November.....	125,124	54	4,783	2,407	-5,000	10,640	158,760	2,035,000
December.....	3,141	171	5,169	2,438	150,900	10,416	3,789	2,030,706
1941								
January.....	33,923	164	5,422	2,095	-10,000	14,992	35,783	2,057,275
February.....	134,433	96	5,887	2,095	-5,000	14,101	168,221	2,183,822
March.....	2,588	241	6,718	2,126	159,800	12,262	4,246	2,177,808
April.....	39,228	239	6,751	2,203	-10,000	15,506	41,514	2,208,321
May.....	149,679	131	6,975	2,203	-5,000	13,527	189,126	2,348,953
June.....	3,286	54,715	7,135	2,203	234,300	10,778	6,238	2,397,615
July.....	44,815	9	7,465	2,201	-10,000	13,310	48,864	2,432,774
August.....	159,525	40	7,906	2,201	-10,000	15,400	206,231	2,582,231
September.....	3,366	81	8,060	2,201	195,400	12,332	7,084	2,575,417
October.....	45,674	88	8,289	2,210	-10,000	14,040	50,640	2,610,680

<sup>1</sup> Transfers to trust fund from appropriations totaled \$1,705 million as of June 30, 1940; for fiscal year 1936-37, \$265 million was transferred; for 1937-38, \$387 million; for 1938-39, \$503 million; and for 1939-40, \$550 million.

<sup>2</sup> Beginning July 1940, trust fund appropriations equal taxes collected under the Federal Insurance Contributions Act.

<sup>3</sup> Interest on investments held is credited annually in June; on investments

redeemed, in month of redemption.

<sup>4</sup> Based on checks cashed and returned to the Treasury.

<sup>5</sup> Minus figures represent notes redeemed.

<sup>6</sup> Prior to July 1940, includes balance of appropriation available for transfer.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

work and for two of the three programs administered by the Children's Bureau of the Department of Labor declined in comparison with the same 4-month period of 1940.

### Old-Age and Survivors Insurance Trust Fund

Appropriations to the trust fund, which are equal to insurance contributions collected, amounted to \$45.7 million in October; for the first 4 months of the fiscal year these appropriations (table 4) totaled \$253.4 million. In October, 3-percent special Treasury notes amounting to \$10.0 million were redeemed, and the entire sum was made available to the account of the disbursing officer. Interest on the redeemed notes, amounting to \$88,000, was credited to the fund account. Benefit payments in October were \$8.3 million, on a checks-cashed basis, an increase of 2.8 percent over September. As in previous months, one-third of the quarterly reimbursements for administrative expenses was deducted from the total assets of the fund in October in advance of actual repayment to the Treasury.

Assets of the fund increased \$35.3 million in October and the total rose to \$2.6 billion.

### Railroad Retirement Account

At the beginning of October a quarterly transfer from the appropriation account to the trust

fund account, amounting to \$31.5 million, was invested in Treasury notes. In addition, the trust fund account was credited with the interest of \$97,000 on \$10.5 million Treasury notes sold during the month. Benefit payments in October amounted to \$10.6 million.

Assets of the account at the end of October totaled \$186.5 million, of which \$112.0 million was in Treasury notes, \$11.4 million in cash credited to the disbursing officer, and \$63.1 million in credits to the appropriation account.

### Unemployment Trust Fund

Total receipts of the unemployment trust fund amounted to \$73.8 million in October. The Railroad Retirement Board deposited \$78,000 of this amount in the railroad unemployment insurance account, \$33,000 consisted of interest on redeemed notes, and \$73.7 million was deposited by the States. These receipts were \$16.9 million more than receipts last October, but \$8.2 million less than receipts in July 1941, the first month of the preceding quarter (table 6). Receipts for the current fiscal year amounted to \$356 million, an increase of \$75 million over the corresponding period in 1940.

Withdrawals for benefit payments from State accounts during October fell to \$19.4 million, the smallest amount for any month since February

Table 5.—Status of the railroad retirement account, by specified period, 1936-41

[In thousands]

Period	Receipts			Transfers from appropriation to trust fund	Benefit payments <sup>1</sup>	Assets at end of period			
	Amount appropriated	Interest received	Total			3-percent Treasury notes	To credit of appropriation <sup>2</sup>	To credit of disbursing officer	Total
Cumulative through October 1941.....	\$639,350	\$8,624	\$647,974	\$576,350	\$461,521	\$112,000	\$63,103	\$11,350	\$186,452
Fiscal year:									
Through June 1938.....	146,500	1,411	147,911	146,406	79,849	66,200	234	1,628	68,062
1938-39.....	118,250	2,202	120,452	107,094	105,774	67,200	13,206	2,334	82,740
1939-40.....	120,150	2,283	122,433	120,650	113,099	79,400	10,847	1,826	92,073
1940-41.....	\$113,600	2,534	116,134	124,350	121,174	74,000	2,503	10,530	87,033
1941-42 (through October).....	140,850	195	141,045	77,850	41,626	112,000	63,103	11,350	186,452
1940									
October.....	\$9,000		-9,000	0	10,026	85,400	68,453	12,147	166,000
November.....				20,000	10,028	85,400	48,454	22,118	155,972
December.....				0	10,028	85,400	48,455	12,089	145,944
1941									
January.....				10,000	9,989	85,400	38,456	12,099	135,955
February.....				20,000	9,947	85,400	18,458	22,151	126,008
March.....				10,000	10,238	85,400	8,459	21,891	115,750
April.....				8,250	10,391	85,400	111	19,848	105,359
May.....		37	37	0	10,516	84,000	49	10,831	94,879
June.....		2,497	2,497	0	10,343	74,000	2,503	10,530	87,033
July.....	140,850		140,850	46,350	10,295	107,850	94,504	15,234	217,588
August.....		25	25	0	10,314	101,850	94,531	10,919	207,299
September.....		73	73	0	10,421	91,000	94,580	11,371	196,951
October.....		97	97	31,500	10,596	112,000	63,103	11,350	186,452

<sup>1</sup> Based on checks cashed and returned to the Treasury.

<sup>2</sup> Represents balances in appropriation and trust fund accounts, including net credit from adjustments such as cancellations and repayments.

<sup>3</sup> Appropriation reduced by transfer of \$9 million in October 1940 to prior-

service account for collection of service and compensation data of railroad workers prior to 1937.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.



Table 6.—Status of the unemployment trust fund, by specified period, 1936-41<sup>1</sup>

[In thousands]

Period	Total assets at end of period	Net total of special Treasury certificates acquired <sup>2</sup>	Unredeemed balance at end of period	Undistributed interest at end of period <sup>3</sup>	State accounts				Railroad unemployment insurance account				
					Deposits	Interest credited	Withdrawals <sup>4</sup>	Balance at end of period	Transfers from State accounts	Deposits	Interest credited	Benefit payments	Balance at end of period
Cumulative through October 1941	\$2,541,283	\$2,538,000	\$3,283	\$33	\$3,956,356	\$128,310	\$1,752,120	\$2,332,547	\$105,901	\$122,528	\$3,266	\$34,401	\$208,703
Fiscal year:													
1936-37	312,389	293,386	94		291,703	2,737	1,000	312,389					
1937-38	884,247	559,705	12,247		747,660	15,172	190,975	884,247					
1938-39	1,290,539	395,000	13,539		811,251	26,837	441,795	1,280,539					
1939-40	1,724,862	443,000	14,862		859,864	37,524	484,764	1,693,164	1,801	44,240	202	14,552	31,600
1940-41	2,283,658	563,000	10,658		892,023	45,893	537,343	2,093,737	104,100	61,347	3,050	17,784	189,921
4 months ended:													
October 1939	1,413,866	103,000	43,866	35	263,595	118	142,692	1,401,560	599	15,000	( <sup>5</sup> )	3,329	12,270
October 1940	1,824,962	111,000	3,962	68	296,433	133	271,558	1,688,171	93,978	14,652	3	3,609	136,723
October 1941	2,541,283	265,000	3,283	33	334,997	55	96,243	2,332,547	0	16,932	5	2,064	208,703
1940													
October	1,824,962	31,000	3,962	68	56,741		82,994	1,688,171	50,016	21		973	136,723
November	1,939,111	113,000	5,111	68	143,023		29,863	1,801,331	1,014	781		806	137,712
December	1,957,977	11,300	12,677		12,819	21,509	30,826	1,804,833	1,452	14,698	1,016	1,733	153,144
1941													
January	1,995,108	29,000	20,808	12	68,204		38,001	1,835,036	2,462	40		3,085	160,061
February	2,100,651	113,000	13,351	12	145,649		40,426	1,940,259	2,467	512		2,659	160,381
March	2,092,339	-10,000	15,039		13,141	54	34,042	1,919,412	0	15,064	5	2,522	172,928
April	2,126,553	40,000	9,253	106	66,517		33,440	1,952,489	2,695	63		1,728	173,958
May	2,263,477	137,000	9,177	106	106,135		29,017	2,089,607	31	863		1,088	173,764
June	2,283,658	18,700	10,658		10,102	24,107	30,169	2,093,737	0	14,674	2,037	554	189,921
July	2,336,948	60,000	3,948	7	77,970		28,276	2,143,431	0	45		366	193,509
August	2,488,016	146,000	9,016	7	175,928		24,889	2,294,470	0	516		487	193,538
September	2,487,541	0	8,541		7,446	55	23,670	2,278,301	0	16,293	5	596	209,240
October	2,541,283	59,000	3,283	33	73,654		19,408	2,332,547	0	78		615	208,703

<sup>1</sup> Beginning July 1939, contains separate book account for railroad unemployment insurance account, in which are held moneys deposited by the Railroad Retirement Board and from which the Secretary of the Treasury makes benefit payments as certified by the Railroad Retirement Board. Trust fund maintains separate account for each State agency, in which are held all moneys deposited from State unemployment funds and from which State agencies withdraw amounts as required for benefit payments.

<sup>2</sup> Minus figures represent certificates redeemed.

<sup>3</sup> Interest on redeemed Treasury certificates, received by fund at time of redemption but credited to separate book accounts only in last month of each quarter.

<sup>4</sup> Includes transfers to railroad unemployment insurance account.

<sup>5</sup> Includes amounts certified by the Social Security Board to the Secretary

of the Treasury in behalf of the State of Connecticut for payment into railroad unemployment insurance account in accordance with sec. 13 of the Railroad Unemployment Insurance Act.

<sup>6</sup> Includes transfers from railroad unemployment insurance administration fund in accordance with amendments of Oct. 10, 1940, to the Railroad Unemployment Insurance Act amounting to \$7.5 million in January 1941, \$3.9 million in July 1941, and \$667 in August.

<sup>7</sup> \$15 million was advanced by the Treasury to railroad unemployment insurance account in July 1939 pursuant to sec. 10 (d) of the Railroad Unemployment Insurance Act and was repaid during January 1940.

<sup>8</sup> Less than \$500.

Source: Compiled from data in the Daily Statement of the U. S. Treasury.

1938. Railroad unemployment benefits increased in October for the third consecutive month but were \$358,000 below benefit payments in October 1940.

Total assets of the unemployment trust fund as of October 31 reached the highest level to date—\$2,541 million, 2.2 percent above September 1941 and 39.3 percent above October 1940. Certificates of indebtedness held by the fund increased \$59 million; \$5 million of the 2½-percent certificates were redeemed, and new 2½-percent certificates amounting to \$64 million were acquired.

### State Tax Collections, 1939-41

State sales-tax collections and the ability of the States to finance public assistance may be materially affected by the recent Supreme Court decision in the case of *State of Alabama v. King and Boozer*, announced on November 10, 1941. This decision upholds the power of the States to tax sales of

materials to "cost plus a fixed fee" contractors for their use in constructing Federal defense projects. Whether the States had the right to tax such sales had been a moot question.

The total yield from State sales taxes during State fiscal years ending in 1941 is estimated at \$1.8 billion—approximately 40 percent of the total State collections of \$4.5 billion for such years (table 7). The estimate was made by the Bureau of the Census, Division of State and Local Government, and is based on reports from 37 States with fiscal years ended on or before June 30, 1941, and estimates made by that Division for the other 11 States.

The estimated \$4.5 billion in State tax collections is 7 percent above the \$4.2 billion collected in fiscal years ended in 1940. About the same rate of percentage increase is recorded for 1940 as compared with 1939. These figures cover all taxes collected by State governments, includ-

**Table 7.—State tax collections in State fiscal years ending in 1939, 1940, and 1941, by type of tax**

[In millions]

Type of tax	Fiscal years ending in—						Percentage change	
	1941 <sup>1</sup>		1940		1939			
	Amount	Percent of total	Amount	Percent of total	Amount	Percent of total	1940 to 1941	1939 to 1940
Total.....	\$4,451	100	\$4,171	100	\$3,884	100	+7	+7
Unemployment compensation taxes.....	881	20	844	20	799	21	+4	+6
Property taxes.....	254	6	263	6	259	7	-3	+2
Severance taxes.....	59	1	52	1	48	1	+13	+8
Sales taxes.....	1,796	40	1,647	40	1,489	38	+9	+11
General.....	552	12	490	12	441	11	+13	+11
Gasoline.....	910	20	845	20	801	21	+8	+6
Alcoholic beverages.....	215	5	200	5	174	4	+8	+15
Tobacco.....	103	2	97	2	60	2	+6	+63
Other.....	16	( <sup>2</sup> )	14	( <sup>2</sup> )	14	( <sup>2</sup> )	+14	+5
Motor vehicle taxes.....	416	9	388	9	364	9	+7	+7
Business taxes.....	452	10	444	11	408	11	+2	+9
Net income taxes.....	420	9	358	9	334	9	+17	+7
Corporations.....	157	4	123	3	108	3	+27	+15
Individuals.....	268	6	188	5	182	5	+11	+4
Undistributed.....	55	1	46	1	44	1	+19	+5
Inheritance, estate, and gift taxes.....	122	3	118	3	133	3	+3	-11
Miscellaneous taxes.....	51	1	58	1	51	1	-12	+14

<sup>1</sup> Data for 1941 estimated by the Bureau of the Census on basis of reports from 37 States with fiscal years ended in 1941 prior to July 1.

<sup>2</sup> Less than 0.5 percent.

Source: U. S. Bureau of the Census, Division of State and Local Government, *State Tax Collections: 1941*, Special Study No. 16 (preliminary), p. 9; and *State Tax Collections: 1940*, Special Study No. 10, p. 13.

ing State-collected taxes shared with local governments. Tax revenues collected by local governments are excluded.

Revenues from all types of taxes except property and miscellaneous taxes increased in 1941. The increases reflect primarily the rise in income payments in these years, since there was little change in tax rates or bases between the fiscal years 1940 and 1941. The continued rise in income payments would point to a continued increase in State tax collections, provided Federal taxation or business changes do not reverse the trend.

State income taxes showed the largest percentage increase over 1940. They are estimated to yield \$420 million in 1941, an all-time high; in 1940 the yield was \$358 million. This 17-percent increase and the 9-percent increase in sales-tax yields reflect the acceleration in business activity. Receipts from these two taxes respond more rapidly to changes in business than do other types of taxes.

The yield from State sales taxes, the most important single source of State revenues, depends upon consumption trends. Many States have exempted sales for Government defense projects

from taxation. It is thought by some that the recent decision upholding the right of the States to tax sales to "cost plus a fixed fee" contractors may encourage some States to remove the present exemptions. On the other hand, civilian consumption is being affected by the defense effort in at least three ways: Curtailment of production of civilian consumption goods as a result of defense priorities; reduction of consumption, because of the limitations placed on installment buying; and increased Federal taxation. Automobiles, refrigerators, and washing machines, which are important items in State sales taxes, are examples of products affected by all three of these factors.

State income taxes will also be affected by increased Federal taxation. States levying income taxes may be classified into three groups, according to their deduction practices with respect to other taxes paid. Some States permit deductions for both Federal and State taxes; some permit deductions for Federal taxes but not for State taxes; and some do not allow deductions for either Federal or State taxes. The effect of increased Federal taxes already enacted will, therefore, vary in the States levying income taxes, according to the deductions permitted.

Revenues for local governments are likely to be more stable than those for State governments because local revenues are derived primarily from a general property tax. Property-tax collections are likely to increase somewhat, however, because of declining delinquency as the national income rises, although no sharp rise in assessed valuations is anticipated. In some States, the return to local governments of large shares of State-collected taxes, especially sales and income taxes, will cause the revenues of local governments to be subject to the same influences as those of State governments. Increased costs of supplies and services purchased by local governments may offset to some extent any increase in property-tax collections.

Federal grants cover approximately one-half of total expenditures for public assistance, and they are matched by funds provided by the State or the State and its localities. Increased State revenues and new State taxes during recent years have enabled the States to allocate increasing amounts for public assistance payments. In the future, however, new sources for State taxation

may be difficult to find because of the new tax bases and rates of Federal taxes. Although the exact effects of curtailed civilian consumption and Federal taxation cannot be foreseen, the known factors of the present situation do not seem to warrant the conclusion that the rising trend in State tax collections evident in 1940 and 1941 will continue. The effect on the public assistance programs might be to stabilize, at least temporarily, the funds available for these programs.

The increased receipts from pay-roll taxes may be expected to continue to build up the State accounts in the unemployment trust fund as long as employment continues at the present high level.

### **British Taxes**

The November Bulletin (pp. 87-88) contained a summary of the provisions of the Canadian National Defence Tax, a levy deducted at the source. Deduction of taxes at the source was considered by Great Britain early in the war, and the July 1940 Budget of Sir Kingsley Wood provided that income taxes on wages and salaries be deducted at source. This deduction is not an innovation in the British tax system, since a voluntary arrangement for the collection of income tax by deductions from pay has been in operation since 1932. Under this voluntary arrangement, the semiannual tax payments are deducted in six monthly installments paid to the collector of taxes by the employer. Adjustment of such payments with the actual amounts due is the personal responsibility of the employee.

Of greater interest to this country, in connection with current discussions of compulsory saving during the defense program and increases in purchasing power in the post-defense period, is the adoption in April 1941 of a form of the "Keynes Plan." Adoption of this plan, it should be noted, does not alter the provisions for deducting taxes at source. Essentially, the purpose of this plan is to postpone receipt of a portion of earnings "which must be deferred—withdrawn, that is to say, from immediate consumption and only made available as a right to consume after

the war is over."<sup>1</sup> This plan, proposed by Mr. Keynes in the winter of 1939-40, was rejected in the April 1940 Budget of Sir John Simon, then Chancellor of the Exchequer, on the grounds that compulsory savings would reduce the yield of voluntary borrowing. The April 1941 budget message of Sir Kingsley Wood, however, gave a portion of the excess-profits taxes (payable at the rate of 100 percent) the character of a compulsory-savings tax. In this budget message, it was announced that 20 percent of all sums paid in excess-profits taxes will be returnable to the taxpayers after the war, subject to provisions designed to ensure that the money is actually to be spent on "reconstruction." At the same time, personal allowances for income-tax purposes were reduced, and it was provided that sums paid as a result of the reduction in allowances will be returned to taxpayers after the war by means of credits in the Post Office Savings Bank, up to a maximum of £65 per year for any one taxpayer. No interest will be paid on these forced loans to the Government.

The budget message did not indicate, however, whether this repayment, like the repayment of the excess-profits tax, will be subject to income tax; nor were conditions of repayment announced, either as to timing or amount. *The Economist*<sup>2</sup> estimates that the sums involved will be large—"perhaps £35 million for EPT [excess-profits tax] and £125 millions for income-tax for every full year that the war lasts," and warns of the care necessary in releasing such an accumulation of purchasing power.

It is notable that the 1941 plan provides for compulsory savings and deferred repayment on a double scale—first, as a deferred pay plan for individuals and, second, as a deferred profits plan for corporations. Proposals in the United States have so far been primarily concerned with compulsory saving on the part of individuals, particularly wage earners.

<sup>1</sup> Keynes, John Maynard, *How to Pay for the War* . . . , 1940, p. 10.

<sup>2</sup> "The First War Budget," *The Economist*, Vol. 140, No. 5094 (Apr. 12, 1941), p. 475.



# Recent Publications in the Field of Social Security

## SOCIAL SECURITY BOARD

*Public Assistance, 1940.* Washington: U. S. Government Printing Office, 1941. 41 pp., including 37 tables and 7 charts. 15 cents.

This calendar-year summary of data on public assistance in 1940, preprinted from the *Social Security Yearbook, 1940*, has been issued as Public Assistance Report No. 1 of the Bureau of Public Assistance. The volume continues, except for county data, series on recipients and payments under programs for old-age assistance, aid to dependent children, aid to the blind, and general relief in the continental United States, Alaska, and Hawaii, published by the Social Security Board, Bureau of Research and Statistics, as Bureau Report No. 1, *Tabular Summary of Statistics of Public Assistance Under the Social Security Act for the Calendar Year 1937*, and Bureau Report No. 8 (preprinted from the 1939 *Social Security Yearbook*), *Trends in Public Assistance, 1933-1939*.

The present report summarizes data on recipients and payments for the special types of public assistance and general relief, by month and State, and analyzes State differences in the source of funds for such payments in 1940 and the distributions, by amount, of payments to recipients of old-age assistance, aid to dependent children, and aid to the blind for November 1940 in States with plans approved by the Social Security Board. Data on earnings and persons employed on Federal work programs are also included.

This report is available for limited distribution without charge only to persons and agencies participating in the administration of public welfare programs; requests for such use should be directed to the Bureau of Public Assistance, Social Security Board, Washington, D. C. Copies of the report may be purchased from the Superintendent of Documents, Government Printing Office, Washington, D. C., at 15 cents each. Purchase orders for this and other printed publications of the Social Security Board, accompanied by remittance, should be sent directly to the Government Printing Office.

*Sixth Annual Report of the Social Security Board.* Washington: U. S. Government Printing Office, 1941. 216 pp., including 40 tables and 30 charts. 30 cents.

This report to Congress, on legislative, administrative, and financial aspects of the programs for which the Board carries administrative responsibility under the Social Security and Wagner-Peyser Acts, covers the fiscal year ended June 30, 1941, and includes a supplementary statement on developments in the period July 1-October 31, 1941.

The report records activities in a period characterized by rapidly changing economic conditions under the impetus

of national defense and by the continuing development of the social security programs instituted in earlier years. Separate chapters, with charts, report the over-all development of social security in the fiscal year and operations under old-age and survivors insurance, employment security, and public assistance programs. Tables on financial operations and statistical data for each program form appendixes to the report.

## GENERAL

"Canada's Post-Discharge Plan of Rehabilitation; Review of Order in Council Providing for Re-establishment of Members of Armed Forces Into Civilian Life." *Labour Gazette*, Ottawa, Vol. 41, No. 10 (October 1941), pp. 1225-1236.

ELLIS, PAUL W. "Social Security Taxes as Restraints on Inflation." *Conference Board Economic Record*, Vol. 3, No. 20 (Oct. 24, 1941), pp. 441-442.

Discusses the collection of income taxes at the source and the recent proposal to extend coverage and increase social security taxes, as possible anti-inflationary and price-control devices.

HANSEN, ALVIN H. "Income, Consumption, and National Defense." *Yale Review*, New Haven, Vol. 31, No. 1 (September 1941), pp. 117-131.

The effect of the wartime economy on the standard of living in Great Britain and Germany, and the extent to which labor in the United States may be utilized for defense production without reducing our standard of living.

HARRIS, SEYMOUR E. *Economics of Social Security; The Relation of the American Program to Consumption, Savings, Output, and Finance.* New York and London: McGraw-Hill, 1941. 455 pp.

Written to fill the "need for a study of social security that would utilize the recent developments in theory and especially in the fields of money, fiscal policy, and economic fluctuations." An introductory section summarizes the issues and considers The Social Security Program in the American Economy, including its effect on interest, its relation to relief and Federal deficits, some actuarial issues, and the Townsend Plan. Part I, In Relation to Output, discusses the abandonment of the reserve principle; deflationary aspects of social security; savings; demand, prices, and output; and the investment problem. Part II, Finance and Reserves, traces the historical, financial, and actuarial aspects of social security finance and considers the reserve theory, the costs of old-age insurance, the problem of financing the program in later years, and social security in relation to the public debt. Part III, Incidence and Effects [of pay-roll taxation],

is a comprehensive application to social security of the different theories of the tax burden.

HARVEY, RAY. *Want in the Midst of Plenty; The Genesis of the Food Stamp Plan*. Washington: American Council on Public Affairs, 1941. 35 pp.

A review of the experience of the Federal Government in distributing surplus foods, with special attention to the work of the Surplus Commodities Corporation and the stamp plan of the Surplus Marketing Administration.

INTERNATIONAL LABOUR OFFICE. *Wartime Developments in Government-Employer-Worker Collaboration*. Montreal, 1941. 152 pp. (Conference of the International Labor Organization, New York, October 1941.)

This collection of monographs on different countries supplements the I. L. O. publication of 1940, *Methods of Collaboration Between the Public Authorities, Workers' Organisations and Employers' Organisations*. Describes wartime organizations and procedures for collaboration in the field of industrial relations in various countries, including Great Britain, Australia, Canada, India, New Zealand, the Union of South Africa, and the United States; and outlines recent changes in European countries under German domination.

"Issues Involved in the Recent Social Security Proposals." *Social Security*, New York, Vol. 15, No. 8 (November 1941), pp. 1 ff.

The attitude of the American Association for Social Security toward proposals to increase social security taxes, extend coverage, federalize unemployment compensation, increase public assistance grants to poorer States, and enact health and disability insurance.

KENGLA, NANCY DUVAL. "Federal Grants-in-Aid and Unconstitutional Conditions." *George Washington Law Review*, Washington, Vol. 10, No. 1 (November 1941), pp. 64-92. (Editorial notes.)

Combines an over-all review of grant-in-aid policies with a discussion of constitutional aspects of the question. The extensive documentation includes a list of statutes providing for Federal grants during the period 1922-40.

*Manning the Arsenal for Democracy*. *Survey Graphic*, New York, Vol. 30, No. 11 (November 1941). Entire issue.

The fifth issue in the *Survey Graphic's* "Calling America" series contains 19 articles and a symposium, all on industrial relations and defense. The main topics deal with The Unlimited Emergency, Labor, Management, and Government and the Public.

"More Social Security Taxes as Aid in Meeting Arms Cost." *United States News*, Washington, Vol. 11, No. 16 (Oct. 17, 1941), pp. 11-12.

NEW SOUTH WALES. STATISTICIAN'S OFFICE. *The Official Year Book of New South Wales, 1939-40*. Sydney, 1941. 1036 pp.

Includes data on population, State health and welfare services, family allowances, old-age pensions, cost and standard of living, employment and unemployment, and unemployment relief.

PANCOAST, OMAR, JR. *Occupational Mobility: Democratic*

*Efficiency Through the Use of Human Resources*. New York: Columbia University Press, 1941. 155 pp.

Defends the view that a total increase in trained workers will produce "an increasing spiral of additional employment," reviews economic literature relating to the effect of wage rates on the general welfare, attacks existing practices of restricting the supply of trained workers as a means of artificially raising prices, and urges that our educational system should "provide more trained workers for those occupations where higher earnings indicate a greater relative need for them . . ."

"Should Social Security Taxes Be Increased to Help Pay for Defense and to Check Inflation?" *United States News*, Washington, Vol. 11, No. 19 (Nov. 7, 1941), pp. 34-36; No. 20 (Nov. 14), pp. 38-39. ("The Question of the Week." Symposium by various authorities.)

STEIN, OSVALD. "South America Builds Social Security." *Social Security*, New York, Vol. 15, No. 8 (November 1941), pp. 3-4.

U. S. NATIONAL RESOURCES PLANNING BOARD. *Family Expenditures in the United States; Statistical Tables and Appendices*. Washington: U. S. Government Printing Office, 1941. 209 pp.

The third in a series of reports based on data from the 1935-36 Study of Consumer Purchases. The report provides "the most detailed analysis yet made of family expenditures in the United States and includes a break-down of these expenditures into over 90 categories of outlay."

WHITE, LEONARD D. "Federal Grants to State and Local Personnel Agencies." *Public Personnel Review*, Chicago, Vol. 2, No. 4 (October 1941), pp. 271-280.

Recommends "a new Federal grant to State and local governments for further assistance in the maintenance and operation of State and local personnel systems," and outlines some of the details of such a plan.

WILCOX, JEROME K. *Official Defense Publications; Guide to State and Federal Publications*. Berkeley: University of California, Bureau of Public Administration, September 1941. 106 pp. Processed.

Covers approximately the period from June 1940 to August 1, 1941, and includes author and subject indexes.

WOODBURY, ROBERT MORSE. *International Comparisons of Food Costs*. Montreal: International Labour Office, 1941. 83 pp. (Studies and Reports, Series N (Statistics), No. 24.)

A research report which continues the work of the I. L. O. "on the methodology of international comparison of costs of living." The application of the "group basket" method and the problems of errors in basic data and of substitutions are among the topics considered.

## OLD-AGE AND SURVIVORS INSURANCE

MURRAY, MERRILL G. "Old-Age and Survivors Insurance for Agricultural and Domestic Workers." *Economic Security Bulletin*, New York, Vol. 5, No. 10 (November 1941), pp. 8-9.

Discusses briefly two surveys of farm labor and one of domestic service made by the Bureau of Old-Age and Survivors Insurance, "to discover the extent to which persons who are normally in groups excluded from the operation of the present program earn wages in covered employment."

## EMPLOYMENT SECURITY

ANDERSON, GILES W. "Unemployment Compensation Benefits for Partial Unemployment." *South Dakota Unemployment Compensation Comments*, Aberdeen, Vol. 2, No. 10 (October 1941), pp. 5-7 ff.

Includes the text of regulations relating to partial unemployment benefits.

ANGLE, HUGH K. "The First Six Months of the Man Marketing Clinic." *Monthly Bulletin* (Connecticut Division of Employment Security), Hartford, Vol. 6, No. 10 (October 1941), pp. 2 ff.

The work of the Norwalk, Connecticut, Clinic in helping persons to develop methods of getting positions for themselves.

BEERS, HENRY S. "Financial Problems of Unemployment Funds During the Post-Emergency Period." *Economic Security Bulletin*, New York, Vol. 5, No. 10 (November 1941), pp. 9-12.

A discussion of the Connecticut unemployment compensation fund by the chairman of the State's Unemployment Compensation Advisory Council, who is also vice president of the Aetna Life Insurance Company.

BRITISH COLUMBIA. DEPARTMENT OF LABOUR. *Annual Report . . . for the Year Ended December 31st, 1940*. Victoria, B. C., 1941. 192 pp.

Includes information on wages and hours, the employment service, and unemployment relief.

CALIFORNIA. DEPARTMENT OF EMPLOYMENT. *California Employment and Payrolls in 1939; a Study of Workers Covered by the California Unemployment Insurance Act, Classified by Industry and by County*. Prepared by the Research and Statistics Section. Sacramento, August 1941. 87 pp. Processed. (Report 127.)

CLARK, HARRISON. *Swedish Unemployment Policy—1914 to 1940*. Introduction by Sumner H. Slichter. Washington: American Council on Public Affairs, 1941. 179 pp.

This volume presents a detailed chronological record of Sweden's unemployment policies from 1914 through 1939, and discusses Swedish public labor exchanges, unemployment insurance, depression problems, public works, and safeguards against future depressions. The last chapter considers briefly the wartime policy of 1940. Professor Slichter's introduction calls attention to the points of similarity between Swedish and American experience. A bibliography is included.

COOMBS, P. H. "Adequacy of the Benefit Fund." *South Dakota Unemployment Compensation Comments*, Aberdeen, Vol. 2, No. 10 (October 1941), pp. 11-14. Processed.

A comparison of the South Dakota trust fund and benefit rates with those of other States.

COOPER, E. I. "Unemployable?" *Public Welfare News*, Chicago, Vol. 9, No. 10 (October 1941), pp. 2-3. Processed.

Results obtained when the Rochester Bureau of Veteran Relief reviewed its entire case load with a view to finding employment for as many persons as possible.

FALKENHAGEN, L. M. *Treatment of Seasonal Unemployment Under the Oregon Unemployment Compensation Law*. Salem: Oregon Unemployment Compensation Commission, 1941. 90 pp.

Discusses the evolution of the concept of seasonal unemployment under the Oregon Unemployment Compensation Law and studies the social and actuarial effects of seasonality determinations in Oregon in the light of the first 2 years of benefit experience.

FLORIDA. INDUSTRIAL COMMISSION. DEPARTMENT OF RESEARCH AND STATISTICS. *Manpower for the Construction of Camp Albert H. Blanding*. Tallahassee, September 1941. 73 pp. Processed.

An analysis of the characteristics of persons who applied for and those who received work during the construction of the camp at Starke, Florida.

GAINSBURGH, M. R.; WHITE, I. J.; and COBBS, JOHN L., III. "Interim Revision of Employment Estimates, 1939-1941." *Conference Board Economic Record*, New York, Vol. 3, No. 19 (Oct. 11, 1941), pp. 399-404.

Discusses recent "major revisions . . . in The Conference Board's estimates of employment in manufacturing, agriculture, and construction."

LINDBLOM, CHARLES E. "Long-Run Considerations in Employment Stabilization and Unemployment Compensation." *Quarterly Journal of Economics*, Cambridge, Mass., Vol. 56, No. 1, Pt. 1 (November 1941), pp. 145-151.

Recommends the separation of the benefit payment and employment stabilization aims of the unemployment compensation program.

MISSISSIPPI. UNEMPLOYMENT COMPENSATION COMMISSION. DIVISION OF RESEARCH AND INFORMATION. *The Pattern of Industry in Mississippi in 1940; With Preliminary Data on Contributions, Benefits, and the Trust Fund*. Prepared by P. L. Rainwater and Lucille Powell. Jackson, October 1941. 57 pp. Processed. (Series 1, No. 1.)

"Basic factual data about the size of industry in Mississippi as reflected by the number of employees and by wages paid in major industry groups and in industry divisions in 1940."

SPENGLER, JOSEPH J. "Some Effects of Changes in the Age Composition of the Labor Force." *Southern Economic Journal*, Chapel Hill, N. C., Vol. 8, No. 3 (October 1941), pp. 157-175.

"Unemployment Compensation Federalization a Primary Issue." *Economic Security Bulletin*, New York, Vol. 5, No. 10 (November 1941), pp. 1-2.



Cites recent speeches, comments, and bills. The same issue includes excerpts from a speech by Marriner S. Eccles advocating extended Federal controls and from one by Governor Bricker of Ohio opposing federalization.

"Unemployment Insurance Claims and Benefits, 1940-41." *Monthly Review of the Railroad Retirement Board*, Washington, Vol. 2, No. 10 (October 1941), pp. 3-7 ff. Processed.

## PUBLIC WELFARE AND RELIEF

BALTIMORE. DEPARTMENT OF PUBLIC WELFARE. *Report . . . January 1, 1940-December 31, 1940*. Baltimore, 1941. 258 pp.

A comprehensive record of relief and assistance in Baltimore, including child care, medical care, activities on behalf of persons eligible under the social security program, and special projects of the Department. Contains "suggestions for immediate consideration and action" and extensive statistical data.

BOAN, FERN. *A History of Poor Relief Legislation and Administration in Missouri*. Chicago: University of Chicago Press, 1941. 243 pp. Processed. (Social Service Monographs.)

"The purpose of this study is to picture the development of the statutory and judicial provisions for the indigent of Missouri and the problems arising in the administration and application." Discusses local outdoor relief, almshouses, institutional programs for special dependent classes, and the county-State and county-State-Federal public assistance programs. Appendixes list relevant laws and judicial decisions and present sketches of county care prior to 1900. A bibliography is included.

COLEMAN, WILLIAM G., and HALLAM, H. F. "Coordination of Personnel Functions in a State Public Welfare Department." *Public Personnel Review*, Chicago, Vol. 2, No. 4 (October 1941), pp. 306-314.

COMMUNITY CHESTS AND COUNCILS, INC. COMMITTEE ON SOCIAL SERVICE EXCHANGE. *Social Service Exchanges in the United States and Canada, October 1, 1941*. New York: Community Chests and Councils, Inc., 1941. 15 pp. Processed.

A directory, classified by States and Provinces.

DENVER. BUREAU OF PUBLIC WELFARE. *Annual Report . . . Year Ending December 31, 1940*. Compiled by Division of Statistics and Research. Denver, 1941. 56 pp.

Information relating to public assistance under the Social Security Act, general relief, child welfare, and other services.

FENSEL, A. C. "Employment and Relief." *Tax Digest*, Los Angeles, Vol. 19, No. 11 (November 1941), pp. 367-369 ff.

Discusses current trends in California.

FREDERICKSEN, HAZEL A. "Evaluation of Professional Personnel in a Child Welfare Services Program." *The Family*, New York, Vol. 22, No. 7 (November 1941), pp. 227-231.

MCGUIRE, MARGARET ANNE. *A Study of the Development of Public Programs for the Care of Dependent Children in New York City With Emphasis on the Effects of the Depression and Future Outlook*. Place not given: New York State Department of Social Welfare, 1941. 107 pp.

The historical evolution of public child care in New York City, including aid in the children's own homes and in institutions and foster homes.

MAY, GEOFFREY. "Canadian System of Dependents' Allowances." *Public Welfare News*, Chicago, Vol. 9, No. 10 (October 1941), pp. 6-7. Processed.

MINNEAPOLIS. BOARD OF PUBLIC WELFARE. DIVISION OF PUBLIC RELIEF. *1940 Financial Analysis of Relief Costs*. Prepared by O. A. Pearson, Superintendent. Minneapolis, 1941. 27 pp. Processed.

OHIO. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF POOR RELIEF. *A Study of Employable Cases on Relief in Toledo, Ohio, June 1941*. Toledo, 1941. 19 pp. Processed.

ROSEMAN, ALVIN. "The Regional Coordination of Defense Health and Welfare Services." *Public Administration Review*, Chicago, Vol. 1, No. 5 (Autumn 1941), pp. 432-440.

Outlines the nature, activities, and probable future scope of work of the regional councils appointed through the Office of Defense Health and Welfare Activities. Also includes an account of the Federal organization and program headed by Paul V. McNutt, Federal Security Administrator and Director of Defense Health and Welfare Services.

SCHNEIDER, DAVID M., and DEUTSCH, ALBERT. *The History of Public Welfare in New York State, 1867-1940*. Chicago: University of Chicago Press, 1941. 410 pp. (Social Service Monographs.)

A continuation of an earlier volume by Mr. Schneider which covered the poor-law period from 1609 to 1866. The present study classifies the State's welfare developments into five periods—reconstruction and industrial expansion (1867-94), the growth of State supervision (1895-1916), the war period (1917-21), the period of State consolidation and control (1922-29), and the decade of the depression (1930-40). Child welfare, unemployment relief, mothers' pensions, the emergency relief era, and measures looking toward a permanent relief policy are all described, together with a record of the effect in New York of the passage of the Social Security Act.

WASHINGTON STATE COLLEGE. GRADUATE SCHOOL OF SOCIAL WORK. *Current Material From the Field of Social Work Practice*. Pullman: State College of Washington, 1941. 46 pp. Processed. (Current Material No. 1.)

Contains: Foster Home Placement, by Marjorie J. Smith; The Role of Administrative Factors in the Supervisory Process, by Maurice Emerson Holcomb; and Case-work in the Aid to Dependent Children Program: How Can It Function as a Democratic Principle? by Clyde S. Pritchard.

U. S. OFFICE OF THE DIRECTOR OF DEFENSE HEALTH AND WELFARE SERVICES. FAMILY SECURITY COMMITTEE. *Brief in Support of Recommendation in Favor of a Category of General Public Assistance To Be Added to the Social Security Act.* Washington: U. S. Government Printing Office, 1941. 18 pp.

The Family Security Committee was organized "to advise the Director of Defense Health and Welfare Services upon matters affecting family security in relation to national defense." This brief, adopted September 9, 1941, contains recommendations and definitions relating to, and selected testimony before, the Tolan Committee by Paul V. McNutt, Arthur J. Altmeyer, and Charles P. Taft.

## HEALTH AND MEDICAL CARE

AMIDON, BEULAH. *Better Nursing for America.* New York: Public Affairs Committee, 1941. 32 pp. (Public Affairs Pamphlet No. 60.)

A popularly written survey of the present nursing situation in the United States, with emphasis on defense requirements and the resources and plans for meeting them.

BLOOMFIELD, J. J., and GAFAFER, W. M. "The Public Health Administrator's Responsibility in the Field of Occupational Disease Legislation." *Public Health Reports*, Washington, Vol. 56, No. 42 (Oct. 17, 1941), pp. 2033-2041.

BRAY, C. G. "An Industrial Medical Care Plan." *Medical Care*, Baltimore, Vol. 1, No. 4 (October 1941), pp. 344-349.

The director of medical services, American Cast Iron Pipe Company, Birmingham, describes briefly the nature and results of the services provided by the company to 6,000 employees and their families at a cost of approximately \$125,000 per year.

"Directory of State and Insular Health Authorities, 1941." *Public Health Reports*, Washington, Vol. 56, No. 45 (Nov. 7, 1941), pp. 2156-2173.

"Disability Data: Chicago Utility's Findings on Sex and Age Factors in Time Losses Jolt Some Time-Honored Beliefs. Health Plan Revised." *Business Week*, New York, Nov. 1, 1941, pp. 47-48.

FREISE, P. W. "The Economic Status of Obstetrics in North Dakota." *Journal of the American Medical Association*, Chicago, Vol. 117, No. 20 (Nov. 15, 1941), pp. 1716-1717.

Includes information from a questionnaire sent to physicians of North Dakota by a subcommittee of the State Committee on Maternal and Child Welfare, in cooperation with the North Dakota State Board of Health.

GOLDMANN, FRANZ. "Medical Care in Industry." *Medical Care*, Baltimore, Vol. 1, No. 4 (October 1941), pp. 301-312.

Describes the purpose, organization, services, and meth-

ods of financing, of four industrial medical-care plans. Tables show the scope of services and the total average costs of the programs.

HAILMAN, DAVID E. "Health Status of Adults in the Productive Ages." *Public Health Reports*, Washington, Vol. 56, No. 43 (Oct. 24, 1941), pp. 2071-2087.

Data on the health of men and women from the National Health Survey of 1935-36, and on the health of men aged 20-34 from Love and Davenport's study of defects among men drafted in 1917-18.

KLEIN, HENRY. "The Dental Status and Dental Needs of Young Adult Males." *Milbank Memorial Fund Quarterly*, New York, Vol. 19, No. 4 (October 1941), pp. 345-355.

The report of an investigation of dental examinations of 642 young men enrolled in National Youth Administration projects in Maryland and West Virginia or attending a National Defense Training School in Hagerstown, Maryland.

MCLEARY, G. F. "Population Changes and Public Health Planning." *Medical Care*, Baltimore, Vol. 1, No. 4 (October 1941), pp. 313-320.

A survey of United States trends by the former Deputy Senior Medical Officer of the British Ministry of Health.

MINNEAPOLIS. DEPARTMENT OF PUBLIC WELFARE. DIVISION OF PUBLIC RELIEF. *Physical Characteristics of the Resident Relief Population.* Minneapolis, 1941. 132 pp. Processed.

"The present study will appear in five sections. This, the first volume, consists of summary tables showing the physical condition of the four basic groups on relief; namely, the unattached or single cases divided according to sex, and the family cases divided according to the sex of the head. The four other sections are each devoted to one of these groups . . . ."

"Recent Illinois Supreme Court Decisions Concerning the Workmen's Compensation Act." *Illinois Labor Bulletin*, Chicago, Vol. 2, No. 4 (October 1941), pp. 3-5 ff.

REINHARDT, JAMES M., and SCHROEDER, MARTIN H. "Physicians and Hospitals in Rural Nebraska." *Medical Care*, Baltimore, Vol. 1, No. 4 (October 1941), pp. 332-343.

STAPLES, PHILIP C. "Business and Blue Cross Plans." *Hospitals*, Chicago, Vol. 15, No. 11 (November 1941), pp. 49-52.

The president of the Pennsylvania Bell Telephone Company, who is also a trustee of the Associated Hospital Service of Philadelphia, discusses the hospital prepayment plan as an instrument of employee security.

WALLS, R. M. "Dental Needs in the United States." *Medical Care*, Baltimore, Vol. 1, No. 4 (October 1941), pp. 321-331.

Summarizes the results of a survey made by the Economics Committee of the American Dental Association.

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